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Printed for the use of the Colonial Office.

Middle East.
No. 35.

Confidential.

CORRESPONDENCE

[1923—1930]

RELATING TO THE

DEAD SEA SALTS CONCESSION : FRENCH CLAIM.

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RELATING TO THE

DEAD SEA SALTS CONCESSION : FRENCH CLAIM.

Table of Contents.

Serial No., From or to Whom, Despatch No., &c., and Date.	Subject and Page No.
1923	
1 Captain J. G. Bennett... April 19	Enquires if His Britannic Majesty's Government recognises the Concession dated 1st February, 1912, for extraction and exploitation of Salts of the Dead Sea, acquired by him and his British associates ... 1
2 To Captain J. G. Bennett, May 9	States that the Secretary of State has no knowledge of the Concession, and requests particulars and a copy thereof, in order that its validity may be investigated 1
3 Captain J. G. Bennett ... June 7	Transmits an English translation of the Firman of Concession and a statement regarding the legal status of the Concession. States that he is prepared to commence exploitation upon the re-establishment of peace in the Near East ... 1
4 To Captain J. G. Bennett, July 27	States that it is highly improbable that His Majesty's Government will recognize the Concession, but requests evidence as to the fulfilment of the conditions of the Concession, and the identity and entitlement of the present holder ... 5
5 Captain J. G. Bennett, November 10	States that he is informed that the evidence requested by the Colonial Office is available and will be submitted in due course ... 5
6 To Foreign Office ... December 4	Transmits a copy of the correspondence with Captain Bennett and solicits Lord Curzon's concurrence in the draft reply to that gentleman, declining to recognize his claim ... 6
7 Foreign Office ... December 8	Concurs in the terms of the reply which it is proposed to return to Captain Bennett ... 6
8 To Captain J. G. Bennett, December 14	States that His Majesty's Government do not propose to recognise the Concession of 1912 ... 6
1924	
9 Mr. B. Tillett ... July 22	Transmits a copy of a letter from Major W. B. Stewart, regarding his claim in respect of the 1912 Concession, of the interests of which he has purchased 51 per cent. Requests that facilities may be given to himself or the appellant for discussion of the claim ... 7
10 Major W. B. Stewart October 18	Quotes Article 15 of Part III of the Treaty of Lausanne as covering the restoration of Concessions owned by Turkish nationals, to their owners. Maintains that the rights of individuals should not be affected by changes of territorial disposition or sovereignty ... 8
11 To Major W. B. Stewart, November 11	States that His Majesty's Government do not recognize that there is any property, right, or interest, the restoration of which could be claimed under Article 65 of the Treaty of Lausanne ... 9
1925	
12 Westbury Preston and Stavridi ... May 5	States that they have been informed that as all the conditions and obligations imposed upon the Concessionaires by the terms of the Concession have been duly complied with, the Concession is still valid and existing according to Turkish law. Requests the observations of the Colonial Office ... 9
13 To Foreign Office, Board of Trade ... May 28	Transmits copies of correspondence in regard to a claim by certain British subjects to a Concession in respect of the Salts of the Dead Sea. Does not consider the claim should be recognised as having any validity, and submits reasons. Asks for observations ... 10

Serial No., From or to Whom, Despatch No., &c., and Date.	Subject and Page No.
1925	
14 Westbury Preston and Stavridi ... May 29	Considers that any acceptance of the recent invitation, announced by the Crown Agents for the Colonies on behalf of the Palestine Government, for applications for Concessions which appeared in the London Press will amount to expropriation of their client's Concession ... 11
15 Board of Trade... June 19	Concurs, with reference to No. 13, in the view that there is no "property, right or interest" as long as the original Concession is not recognized by His Majesty's Government, and agrees that there is good ground for holding that the question of recognizing or not a Turkish Concession is one for His Majesty's Government ... 11
16 Foreign Office ... June 19	Submits views on the position of the Concessions under the Lausanne Protocol and, in the circumstances, concurs in the proposed line of action suggested in No. 13, but suggests that the claimants should be referred to the Courts of Palestine for any remedy they may possess in those Courts ... 12
17 To Westbury Preston and Stavridi ... July 10	States that His Majesty's Government do not recognize this Concession or admit that Mr. W. M. Edwards possesses any rights in respect thereof ... 13
18 To Westbury Preston and Stavridi ... September 16	States that opinion conveyed in No. 17 is still adhered to, but suggests that an application should be made before the 1st October next for a new Concession under the terms of the advertisement issued by the Crown Agents for the Colonies ... 13
19 Westbury Preston and Stavridi ... September 29	Discusses the position arising out of the refusal to recognize the concession and requests an opportunity for a discussion in the hope that the dispute may be amicably settled. States that their clients are not prepared to apply for a new Concession as suggested in No. 18 ... 14
20 Westbury Preston and Stavridi ... October 8	Transmits copy of a letter to the Crown Agents for the Colonies stating that a grant of a Concession to any other person or body would amount to an expropriation of the rights of their clients ... 15
21 Westbury Preston and Stavridi ... October 24	Transmits copy of a draft of Terms of Undertaking which it is suggested should be signed by Mr. W. M. Edwards and Major J. D. Henry and the Crown Agents for the Colonies ... 15
22 To Westbury Preston and Stavridi ... October 27	Regards a formal agreement as suggested in No. 21 as quite unnecessary. States that if their clients put in a tender for a Concession such action will be treated as entirely without prejudice to any claim which may subsequently be put forward ... 16
23 Westbury Preston and Stavridi ... October 29	States that their clients are prepared to accept assurance given in No. 22, it being understood that this and any other arrangement made with the Colonial Office will be binding upon the Crown Agents for the Colonies and the Palestine Government ... 17
24 To Foreign Office ... November 19	States, with reference to No. 16, that it is desired to take the opinion of the Law Officers of the Crown as to correctness of the position adopted by His Majesty's Government, and transmits copy of suggested draft and asks for observations. The Secretary of State is anxious that the position of His Majesty's Government should be considered as carefully as possible in relation to the tenders received by the Crown Agents ... 17
25 Foreign Office ... November 30	Concurs generally in draft letter to the Law Officers subject to two modifications, relating to whether the claimants hold the Concession or merely an option to acquire it, and whether there is any tribunal before which they are open to bring their claim ... 18

Serial No., From or to Whom, Despatch No., &c., and Date.	Subject and Page No.
1925	
26 To Law Officers ... December 16	Outlines the history of the case relating to the Dead Sea Salts Concession, and asks for an opinion on the attitude adopted to date and as to whether there is any tribunal to which the claimants can bring their claim ... 18
1926	
27 Law Officers ... January 13	Agrees with the position taken up by the Government, but cannot advise whether a claim would be entertained by the Palestine Government. Does not think a claim before the English courts would be successful, nor that the present Government of Australia would assert its right to bring a claim against the Mother Country at The Hague ... 19
28 To Foreign Office, Confidential ... February 1	Transmits copy of No. 27 and states that, in view of the decisive character of this opinion, it is proposed to inform the claimants' solicitors that the claim cannot be considered, and to warn them that applications for a grant of a Concession which have been received by the Crown Agents will be dealt with on their merits ... 20
29 Foreign Office, Confidential ... February 15	Concurs in the proposals in No. 28 ... 20
30 To Westbury Preston and Stavridi ... March 9	Conveys gist of No. 27 and states that the Secretary of State holds himself free to deal on their merits with the applications for the grant of a Concession which have been received by the Crown Agents for the Colonies ... 21
31 Westbury Preston and Stavridi ... March 26	State that they cannot accept the view that the Colonial Office are free to accept applications for a Concession without reference to their client's existing pre-war Concession ... 21
32 Official Secretary, Commonwealth of Australia... April 29	Transmits a copy of a letter from Messrs. Westbury Preston and Stavridi regarding a claim of Major J. D. Henry, an Australian subject, in respect of the 1912 Concession, and asks for the views of the Dominions Office thereon ... 22
33 Major R. Glyn, M.P. ... May 3	Inquires what is the exact situation in regard to the Dead Sea Mineral Concessions and states that, if the Concession is secured by a group with foreign associations, there would be considerable feeling in the House of Commons ... 23
34 Memorandum ... May 16	Memorandum on the Dead Sea Minerals Concession ... 24
35 To the Official Secretary, Commonwealth of Australia June 15	In reply to No. 32, conveys the outline of the legal opinion in No. 27; states that His Majesty's Government is unable to accord recognition to Major Henry's claim, and that persons to whom Captain Bennett's interests may have been transferred must be presumed to have been aware of the decision of His Majesty's Government in the matter ... 27
36 To Sir J. Cook (High Commissioner for the Commonwealth of Australia ... June 15	In amplification of No. 35, demonstrates that it is generally accepted that various parts of the Empire do not use The Hague Court against each other in settling domestic issues, and hopes that no support will be given to Major Henry's claim ... 27
37 Official Secretary, Commonwealth of Australia ... July 7	Transmits copy of a further letter from Messrs. Westbury Preston and Stavridi, and states they have been informed that the High Commissioner is unable to take any action in the matter... 28
1927	
38 Montagu's and Cox and Cardale ... May 6	Discusses position of their clients as holders of a pre-war Concession, and inquires whether the accepted tender is the merged tender of their clients and of Messrs. Novomeysky and Tulloch ... 29

Serial No., From or to Whom, Despatch No., &c., and Date.	Subject and Page No.
1927	
39 To Montagu's and Cox and Cardale ... June 2	In reply to No. 38, quotes No. 30 and states that His Majesty's Government adheres to the view expressed to Messrs. Westbury Preston and Stavridi. States that the accepted tender was that submitted by Messrs. Novomeysky and Tulloch, which was separate and in different terms from that of their clients ... 30
40 Montagu's and Cox and Cardale ... June 23	Submits criticisms on the action of the Colonial Office in regard to their client's Concession and tender, and gives notice of their intention to enforce the pre-war Concession before a tribunal ... 31
41 To Montagu's and Cox and Cardale ... July 18	States, in reply to No. 40, that nothing further can be added to No. 39, and draws attention to the fact that the negotiations for an amalgamation of tenderers were undertaken by Major Glyn on his own initiative ... 33
42 Montagu's and Cox and Cardale ... October 18	States that their clients are bringing the matter before the Permanent Court of International Justice ... 33
43 Montagu's and Cox and Cardale ... October 29	Requests an interview to explore the possibility of arranging a settlement ... 34
44 To Montagu's and Cox and Cardale ... November 1	States that nothing further can be added to No. 41, but has no objection to an interview with their clients ... 34
45 Meeting at the Colonial Office ... November 3	Notes of a meeting with representatives of the interests in the Dead Sea Concession, and their solicitors ... 35
46 To Westbury Preston and Stavridi ... November 21	Confirms No. 30, and states that the Colonial Office has never up to the present been informed of the grounds upon which it is claimed that the advice taken by His Majesty's Government is incorrect ... 39
47 To Montagu's and Cox and Cardale ... November 21	Confirms Nos. 39 and 41, and states that the Colonial Office has never yet been informed of the grounds upon which it is claimed that the advice taken by His Majesty's Government is incorrect ... 39
48 Montagu's and Cox and Cardale ... December 5	Discusses the claim of their clients and the attitude of the Colonial Office. Presumes there is no objections to the use of the notes of the meeting of 3rd November (No. 45) being used in any judicial or arbitral proceedings ... 40
49 To Foreign Office ... December 9	Relates the recent history of the case, and trusts that the strongest support will be forthcoming from the Foreign Office in resisting any endeavour by a foreign government to interfere in the matter ... 43
50 To Montagu's and Cox and Cardale ... December 22	In reply to No. 48, maintains the attitude already taken up, and takes exception to certain contentions made in the above letter ... 44
51 Westbury Preston and Stavridi ... December 23	In reply to No. 46, does not consider that the matter can be furthered by negotiation by correspondence and that their clients must seek a judicial decision ... 45
52 Foreign Office ... December 30	States, in reply to No. 49, that the Foreign Office is prepared to give support in resisting any endeavour by a foreign government to interfere in the case ... 46
1928	
53 To Westbury Preston and Stavridi ... January 12	In reply to No. 51, maintains the attitude already taken up and takes exception to certain contentions in the above letter ... 46
54 Westbury Preston and Stavridi ... February 23	In reply to No. 53, states that their clients have placed the matter before the French Government with a view to bringing the question of the validity of their claim before the Permanent Court of International Justice at The Hague ... 47

Serial No., From or to Whom, Despatch No., &c., and Date.	Subject and Page No.
1928	
55 Foreign Office ... March 3	Forwards copy of a note from the French Ambassador regarding the claim to the Concession of a French group and a draft of the proposed reply, refuting any application of the Concessions Protocol of the Treaty of Lausanne to the present claim ... 47
56 To Foreign Office ... March 31	In reply to No. 55, suggests certain amendments in the arguments to be employed in replying to the French Ambassador, including the assertion that the French group is already aware of His Majesty's Government's attitude towards the 1912 Concession ... 48
57 Foreign Office to the French Ambassador ... April 16 (Recd. April 18)	Explains His Majesty's Government's reasons for refusing to recognise the claim to the validity of the Concession ... 49
58 French Ambassador to Foreign Office ... November 29 (Recd. December 12)	Asks that no action affecting the French interests in the Concession be taken pending the receipt of the reply of the French Government to No. 57 ... 50
1929	
59 To Foreign Office ... January 5	Suggests that, in view of the delay by the French Government, it should be indicated to the French Ambassador that the request of that Government for further delay, without explanation, is unreasonable ... 50
60 Foreign Office to the French Ambassador ... January 17 (Recd. January 19)	States, in reply to No. 58, that in the circumstances stated His Majesty's Government cannot suspend action any further ... 51
61 French Ambassador to the Foreign Office ... February 9 (Recd. February 13)	Submits a statement of their case based upon the Concessions Protocol, in reply to Nos. 57 and 60 ... 51
62 Foreign Office ... February 22	Comments at length on the case forwarded by the French Government and indicates the outline of the proposed reply. Notes that the arguments put forward by the French group were not endorsed or commented upon by the French Government. <i>Annexure.</i> —Case and opinion of the Law Officers on the Claims of the Imperial Ottoman Baghdad Railway Company against His Majesty's Government ... 53
63 To Foreign Office ... March 1	States that it is not desired to offer any observations on the argument employed in No. 62 and agrees that a reply on the lines suggested should be returned to No. 61. Suggests that the French Ambassador should be informed that His Majesty's Government are proceeding with the final stages of their negotiations with the persons to whom it was decided to grant the Dead Sea Salts Concession ... 61
64 Mr. G. W. Rendel ... March 6	Forwards for concurrence draft of a note to the French Ambassador, in reply to No. 61... ... 62
65 To Mr. G. W. Rendel, Foreign Office ... March 8	Submits observations on enclosure in No. 64 ... 64
66 Foreign Office to the French Ambassador ... March 14 (Recd. March 15)	Sets out in detail arguments in reply to No. 61, and states that the final stages of the negotiations with the successful tenderers are being proceeded with ... 64
67 Foreign Office ... June 18	Transmits reply to No. 66 from the French Ambassador stating that arbitration appears to be the only remaining course to follow. Cannot see what steps can be taken to prevent reference of the case to The Hague, but is confident that His Majesty's Government's defence would be successful ... 66
68 To Foreign Office... ... July 4	Cannot agree that the case should be taken to arbitration, but, as regards the question of compulsory arbitration, is of the opinion that if the French Government claim the right to take the case to The Hague, His Majesty's Government should contest it upon jurisdiction and every other point ... 68

vi

Serial No., From or to Whom, Despatch No., &c., and Date.	Subject and Page No.
1929	
69 Foreign Office ... July 20	Transmits draft reply to the enclosure in No. 67 declining to agree to arbitration. Considers that His Majesty's Government should contest the jurisdiction of The Hague Court in the first instance, provided the necessity arises, and, failing that, should contest the claim of the French Government at every point ... 68
70 To Foreign Office ... August 3	Concurs in the terms of the draft note to the French Ambassador, enclosed in No. 69 ... 69
71 Foreign Office to the French Ambassador ... August 20 (Recd. August 22)	In reply to No. 67, states that His Majesty's Government declines to agree to submit the case to arbitration ... 70
72 Foreign Office ... November 13	Transmits copy of a note from the French Ambassador stating that the claimants insist on arbitration. Suggests that the opinion of the Law Officers of the Crown be obtained, and that His Majesty's Government should, in the circumstances, agree to arbitration subject to certain conditions relating to responsibility of the French Government for the claim, the point at issue, costs, and the acceptance of arbitration by the French Government in two other cases at issue ... 70
1930	
73 To Foreign Office ... January 27	In reply to No. 72, states that the Secretary of State is reluctant to agree to go to arbitration, and sets out reasons. Suggests an inter-departmental discussion on the matter ... 73
74 Foreign Office ... February 11	States that the Conference will be held at the Foreign Office on 13th February, and comments on the confusion of the claims of M. Pierre Wach and M. Alios Rothbletz ... 75
75 Meeting at the Foreign Office February 13	Record of a meeting held in the Foreign Office to discuss the question of the Dead Sea Salts Concession with representatives of the Colonial Office and Board of Trade ... 76
76 To Foreign Office ... March 29	Transmits a copy of a draft submission to the Law Officers, and suggests that it is desirable to approach the Treasury on the question of payment of the costs of the action ... 77
77 Foreign Office ... April 5	Concurs in terms of the draft submission to the Law Officers, enclosed in No. 76, and asks that the Treasury may be consulted as to costs and expenses. ... 78
78 To the Law Officers of the Crown ... April 10	Seeks an opinion on the four conditions upon which it is proposed to agree to submit the French claim to arbitration, and on the effect which voluntary submission to arbitration would have upon the indemnity signed by the successful tenderers to protect the Governments of Palestine and Trans-Jordan in the event of the French claim succeeding in arbitration ... 78
79 To the Treasury ... April 10	Invites the Lords Commissioners of the Treasury to agree that the arbitration should be at risk and cost of His Majesty's Government and that any expenses not recovered under the terms of the arbitration should be borne by Imperial funds ... 80
80 Treasury ... May 6	Is of opinion that only Palestinian interests are involved and therefore declines to agree to arbitration without an assurance that any expenses or costs incurred by His Majesty's Government will be reimbursed from Palestine revenues ... 81
81 To Foreign Office ... May 23	Refers to the Treasury view regarding expenses of arbitration in No. 80: is of the opinion that Palestine revenues cannot be expected to bear such expenses, and relies on Foreign Office support in inducing the Treasury to reverse their attitude ... 82

vii

Serial No., From or to Whom, Despatch No., &c., and Date.	Subject and Page No.
1930	
82 To Treasury ... May 27	In reply to No. 80, is of the opinion that the fiduciary position of His Majesty's Government as mandatory makes it impossible to advise the Palestine Government to accept responsibility for expenses of arbitration and requests reconsideration of the Treasury attitude ... 83
83 Foreign Office to Treasury May 27 (Recd. May 29)	Argues that the proposal to accept arbitration is based entirely on Imperial grounds and that Palestinian interests are not primarily concerned; requests Their Lordships agreement to the expenses of arbitration being borne on Imperial funds ... 83
84 Law Officers ... May 28	In reply to No. 78, states that they are of the opinion that the defence to the arbitration should succeed in spite of lack of authoritative legislation or precedent ... 84
85 To Foreign Office ... June 3	Transmits a copy of No. 84 and, subject to the agreement of the Treasury regarding the expenses of arbitration, is agreeable that the case should be submitted to arbitration ... 85
86 Foreign Office to the French Ambassador ... July 15 (Recd. July 16)	States, with reference to No. 72 (enclosure), that His Majesty's Government have reconsidered the whole matter and are now prepared to agree to the submission of the present question to arbitration by the Permanent Court of International Justice at The Hague on certain conditions as set out ... 85
87 To Officer Administering the Government of Palestine, Confidential ... August 5	Transmits a copy of No. 86 and, in view of the decision of the Cabinet, requests the views of the Palestine Government on the question of the assumption by Palestine of responsibility for any portion of the expenses of arbitration and of damages in the event of an adverse decision ... 86
88 The Officer Administering the Government of Palestine. Confidential September 13 (Recd. September 22)	States, in reply to No. 87, that it is not thought that Palestine should, in any circumstances, pay more than one-half of any sum awarded ... 87
89 French Ambassador to Foreign Office ... September 4 (Recd. September 29)	States, in reply to No. 86, that the French Government are unable to accept the four conditions, and proposes that the claim should not be submitted to the Permanent Court of International Justice at The Hague but to a special arbitral tribunal to be constituted for the purpose ... 87
90 Foreign Office to the French Ambassador ... October 28 (Recd. October 30)	In reply to No. 89, amplifies the reasons for the conditions laid down by His Majesty's Government in No. 86; states that His Majesty's Government cannot agree to arbitration to any tribunal other than The Hague Court, and adheres to the conditions referred to ... 88

Correspondence

[1923-1930]

relating to

Dead Sea Salts Concession: French Claim.

19830/23.

No. 1.

CAPTAIN J. G. BENNETT to COLONIAL OFFICE.

[Answered by No. 2.]

Palace Chambers, 9, Bridge Street,

SIR,

Westminster, London, S.W.1, 19th April, 1923.

I HAVE the honour to submit that I with my British associates have acquired the Concession granted by the Ottoman Imperial Government, dated 1st February, 1912, 14 Seffer, 1329, and numbered 326/149, to Selah Djindjoz Bey, Zuad Bey, and Djenab Chehabeddin Bey, for the extraction and exploitation of the bromine and other salts dissolved in the waters of the Dead Sea. It is stated by the Concessionnaires that in response to inquiries made to the British High Commissioner at Constantinople they were informed that the validity of Concessions in due form granted by the Ottoman Government, prior to the war, was recognized by the Palestine Authorities.

2. I would ask you kindly to inform me whether the validity of this Concession for the extraction of the salts of the Dead Sea is recognized by His Britannic Majesty's Government as the Mandatory Government for Palestine.

I have, &c.,

JOHN GODOLPHIN BENNETT.

19830/23.

No. 2.

COLONIAL OFFICE to CAPTAIN J. G. BENNETT.

[Answered by No. 3.]

SIR,

Downing Street, 9th May, 1923.

I AM directed by the Duke of Devonshire to acknowledge the receipt of your letter of the 19th April,* regarding the alleged grant of a Concession by the Turkish Government in 1912 for the extraction of bromine and other salts from the Dead Sea, and to inform you that, prior to the receipt of your letter. His Grace had no information of the existence of such a Concession.

2. I am to add that, if you will furnish His Grace with further particulars, including the original Concession or a copy thereof, he will be in a better position to express an opinion as to the likelihood or otherwise of it being recognised as valid.

I am, &c.,

J. E. SHUCKBURGH.

28744/23.

No. 3.

CAPTAIN J. G. BENNETT to COLONIAL OFFICE.

[Answered by No. 4.]

Palace Chambers, 9, Bridge Street,

SIR,

Westminster, London, S.W.1, 7th June, 1923.

WITH reference to your letter of the 9th ultimo,† I have the honour to submit a photographic copy‡ of the original Firman of Concession, together with an English translation. Attached thereto is also a statement by Dr. H. L. Mizzi, Lawyer of Constantinople, regarding the legal status of the Concession.

Prior to the War negotiations were begun between the Concessionnaires and certain French banks with a view to the development of the Concession. After the War an option was acquired by two Greek and one British subject, and this option and subsequently the Concession itself were acquired by the British group which I represent. We have obtained reports from expert chemists and geologists, and are satisfied as to the commercial value of the Concession, and are prepared to commence exploitation upon the re-establishment of peace in the Near East.

I am, Sir,

JOHN GODOLPHIN BENNETT.

* No. 1.

† No. 2.

‡ Not reproduced.

Enclosure 1 in No. 3.

FIRMAN OF CONCESSION.

(Translation.)

WHEREAS an Agreement has been drawn up by the Ministry of Forests, Mines and Agriculture, for the granting to :—

SELAH DJIMDJOS Bey, owner of the newspaper Kelem, residing at Kadi Keui, Muhur Hasr.

SUAD Bey, writer, resident at Kadi Keui, and,

DJENAB CHEHABEDDIN Bey, author, resident at Kadi Keui,

all Ottoman subjects, of the Concession for the extraction and exploitation of the salts of bromine dissolved in the waters of the Dead Sea a lake situated partly in the Province of Syria and partly in the Sandjak of Palestine, and,

WHEREAS the said agreement has been submitted to the Council of State and to the Council of Ministers who, after certain modifications, have approved the conditions and submitted them to Us for ratification. The terms and conditions are the following :—

One. The Concessionnaires shall have the right to extract common salt and all other salts in the Dead Sea waters as an integral part of the present Concession.

Two. The minimum annual extraction shall be 25,000 kilogrammes.

Three. If the Concessionnaires do not exploit these minimum quantities they shall be obliged to pay the proportional taxes as set forth below on the basis of this minimum.

Four. The proportional tax on bromine shall be calculated on the average price of sale of bromine salts or alternatively upon the average market price.

Five. If bromine salts extracted be mixed with other salts, the tax payable shall be only upon the bromine equivalent contained and not on the other salts which are not subject to the tax set forth below.

Six. The Concessionnaires are authorised to construct on the North West of the Dead Sea evaporation ponds and tanks and also all necessary works and other buildings. The site is approximately shown on the annexed map.

Seven. The Concession having been granted in respect only of the salts in the state of dissolution the Concessionnaires shall have no rights in respect of the salts already precipitated at the bottom of the Dead Sea or outside the Dead Sea.

Eight. In the event that the Government should grant other Concessions for the extraction of other mineral matter dissolved in the Dead Sea water than the salts of bromine, the new Concessionnaires shall not by this Concession be debarred from extraction and exploitation. As nevertheless the new Concessionnaires must unavoidably extract a part of the salts of bromine, in addition to other products, they shall be obliged to sell the bromine to the holders of this present Concession at a price to be agreed upon between them, or to return them to the water in the event that agreement is not reached. Under no circumstances shall the new Concessionnaires have any right to sell bromine salts to any third parties whatsoever.

Nine. As the area covered by the Concession is only approximately fixed the prescriptions of the Mining Code shall be applied if the exploitation should interfere with that of other Concessions or if it shall necessitate the use of lands belonging to private persons.

Ten. With the exception of engineers and foremen the labour employed in the exploitation of this present Concession shall be of Ottoman nationality. Contravention of this provision shall render the Concessionnaires liable to be proceeded against under the Mining Code.

Eleven. The taxes payable by the Concessionnaires shall be :—

- (a) 16 per cent. proportionally on the price of the bromine extracted.
- (b) A supplementary sum, equivalent to 6 per cent. of the amount represented by the 16 per cent.
- (c) 5 paras on each 100 piastres of net profit.

The last two taxes shall be exclusively allotted to the service of Military Equipment.

The taxes shall be deposited with the representatives of the Treasury before the transport of the mineral. At the end of each year the tax account shall be settled and the sums payable by the Concessionnaires shall be paid before the fifteenth day of the first month of the following year. Failure in this respect shall render the Concessionnaires liable to be forbidden to continue transport.

Twelve. In the event that bromine salts shall not be exported in the pure state, and in so far as they shall be mixed with other salts, such other salts shall be taxed equally with those of bromine in respect of their value.

Thirteen. The State shall be empowered to seize the assets moveable and immoveable of the Concessionnaires in respect of all arrears of payment of the taxes above set forth as well as in respect of interest due on such arrears and such fines and indemnities as the Concessionnaires may incur.

Fourteen. The Concessionnaires shall take delivery of the object of their Concession within six months of the date of the Imperial decree which grants it, and the extraction of bromine shall commence within two years of that date. The Concessionnaires shall pay within this delay the taxes above provided for. Failure in this latter respect shall render the Concession liable to forfeiture in conformity with Articles 9 and 60 of the Mining Code. The Concessionnaires shall pay in respect of the Imperial decree :—

One Hundred Pounds Turkish (gold) to the Ministry of Mines and Forests.

One Hundred Pounds Turkish (gold) to the Hedjaz Railway.

Six Pounds Turkish to the Military Equipment Fund.

Fifteen. The Concessionnaires shall deposit with the Ministry of Mines photographs and specifications of the machines and instruments which they shall use in their works and factories.

Sixteen. The Concessionnaires shall be bound by all the prescriptions of the Mining Code in so far as concerns the extraction and manufacture of salts as well as the present and future laws of the Ottoman Empire. They shall pay patent rights in so far as the liability arises.

Seventeen. The Concessionnaires shall have no right to oppose the construction of Military Buildings upon the territory covered by their Concession, nor, if military necessity should arise, the destruction wholly or in part of the buildings which they shall construct, and in respect of such destruction they here and now agree to waive any claims to indemnification.

Eighteen. The Concessionnaires are by this present Concession authorized to form an Ottoman limited liability Company for the extraction and exploitation of salts.

Nineteen. At the end of the twenty-fifth year of the duration of the Concession the present Concessionnaires or their assignees shall have a right to extension in preference to all others who may apply.

Twenty. In addition to the taxes above mentioned but only in the event that no other export tax shall exist the Concessionnaires shall pay to the Ministry of Mines an export tax of 1 per cent. together with the super-tax for military equipments in so far as such super-tax shall continue to exist.

Twenty-one. The Concessionnaires shall be responsible for the execution of the duties incurred under the present Concession and shall sign on paper stamped by them a declaration to this effect.

WE approve these conditions for the Concession for the extraction of bromine salts in the name of the applicants whose enjoyment thereof shall be subject to the fulfilment of their obligations.

Given at Our Palace of Yildiz 14 Sefer 1329.

(Sgd.) MEHMED RECHAD,
Khalif of all the Moslems,
Sultan of the Ottoman Empire.

Certified by the Minister of Mines and Forests,
1st February, 1326 (1911),
No. 326/149.

Enclosure 2 in No. 3.

OPINION.

My opinion has been asked with regard to the status of a concession for the extraction of bromides and other salts from waters of the Dead Sea, granted by the

Imperial Ottoman Government in 1329 Sefer 14 (1st February 1326) No. 326/149 to
Messrs. Selah Djimdjoz Bey,
Suad Bey,
Djenab Chehabbeddin Bey,

Ottoman subjects. The questions which appear to arise are the following:—

1. Was the Concession granted in due and proper form and there been no acts of the Ottoman Government since the date of its promulgation which can in any way affect its validity?

Answer. The Concession was granted by Imperial Firman of his late Majesty Sultan Mehmed V after due presentation by the Council of Ministers and investigation by the Ministry of Mines and Forests and the Council of State. I have searched the Distour and other official publications and have found no mention of any decree which could in any way affect the validity of the Concession. The Concession having been granted by Imperial Firman it could not be altered or in any way affected by any Act of State other than a fresh Firman or by a decision of the Council of State and no such Firman or decision given by the Council of State appears to exist. As far as Ottoman law is concerned the Concession therefore remains entirely valid.

2. Have all obligations which are imposed on the Concessionnaires by the terms of the Concession been duly and punctually performed?

Answer. This question falls under four headings:—

(a) Were the taxes and fees payable at the granting of the Concession duly paid?

Answer. They were all paid and the Concessionnaires hold the valid and official receipts of the Ottoman Government.

(b) Have all taxes which have fallen due since the date of granting of the Concession been paid?

Answer. Shortly after the granting of the Concession, the Ottoman Empire was involved in War with Italy and later with the Balkan States which continued until 1913. This period was accepted by the Imperial Ottoman Government as involving a state of *force majeure*. The period from the outbreak of the General War until now is also accepted by the Imperial Ottoman Government as a *force majeure* period. All taxes which have fallen due since the granting of the Concession, have been duly and punctually paid and the Concessionnaires hold the receipts of the Imperial Ottoman Government therefor. The Concessionnaires further undertake to obtain the certificate of the Turkish Government to the effect that there are not nor have there at any time been any claims on the part of the Government outstanding against the Concession.

(c) Were the provisions contained in the Concession (Article 14) regarding accepting, delivery and working the Concession duly complied with?

Answer. The Concessionnaires sent a representative to Palestine to accept delivery of the Concession. They also carried out works of delimitation and investigation involving them in expenditure of about £tq 2,000 gold. The area of the Concession was delimited and the Concession formally taken over in conformity with the Ottoman Mining Code in 1911.

The Concessionnaires were specifically absolved by the Imperial Ottoman Government from the obligation to commence the extraction of bromine and other salts within two years of the granting of the Concession on account of the state of *force majeure* which obtained as a result of the Balkan and Italo-Turkish Wars. In any event Article 14 of the Concession refers only to the obligation to commence paying taxes at the end of two years even if extraction had not commenced and provides for no penalties against the Concessionnaires for non-extraction except the liability for the minimum taxes provided for in the Concession, viz, *pro rata* on the minimum extraction of 25,000 kilograms per annum.

(d) Are there any other obligations of any kind as to the compliance with which by the Concessionnaires there can be any doubt?

Answer. I have investigated the matter thoroughly and I am satisfied that the Concession is perfectly valid and that the Concessionnaires have fully and punctually carried out all and every obligation imposed on them by its terms.

3. Are there any possible claims against the Concession apart from those considered in Question 2?

Answer. The Concessionnaires declare that no outside claims exist and accept all responsibility for any liabilities which may be proved against the Concession.

To sum up; it is my considered opinion that this Concession for the extraction of the salts contained in the waters of the Dead Sea granted in February, 1911, to Messrs. Selah Djimdjoz Bey, Suad Bey, and Djenab Chehabbeddin is perfectly valid from the point of view of Ottoman law and of private international law in the event that the territories in which it is situated shall pass out of Ottoman sovereignty.

3rd June, 1923.

(Sgd.) DR. HEDWIG L. MIZZI,
Advocate,
11 St. Pierre Han, Galata, Constantinople.

28744/23.

No. 4.

COLONIAL OFFICE to CAPTAIN J. G. BENNETT.

[Answered by No. 5.]

SIR,

Downing Street, 27th July, 1923.

I AM directed by the Duke of Devonshire to refer to your letter of the 7th June* and enclosures, regarding the alleged grant of a Concession by the Turkish Government for the extraction of bromide and other salts from the Dead Sea, and in continuation of the letter from this Department of the 18th June,† to inform you that it is in the highest degree improbable that His Majesty's Government will recognize a Concession of this nature.

2. However, in order that a decision in the matter may not be taken without complete information, and without the fullest possible consideration, I am to request that if you wish to pursue the matter, you will furnish His Grace with evidence to show:—

- (1) that the recipients of the Concession actually entered into possession of the area covered by their Concession within the period prescribed by Article 14 of the Firman of Concession;
- (2) that they were, in fact, specifically absolved by the Turkish Government from their obligation under that article to commence operations within two years of the date of the Firman of Concession, and that this dispensation duly covered the periods of the Turco-Italian and the Balkan wars;
- (3) that taxes, in accordance with the minimum scale prescribed by Articles 3 and 11 were duly paid to the Turkish Government by the Concessionnaires;
- (4) the identity of the present holder of the Concession and the date upon which it was assigned to him by the original Concessionnaire.

3. The evidence on this latter point should, if possible, contain a certified copy of the assignment in question.

I am, &c.,
J. F. SHUCKBURGH.

28744/23.

No. 5.

CAPTAIN J. G. BENNETT to COLONIAL OFFICE.

[Answered by No. 8.]

SIR,

Grenville House, Grenville Street, W.C.1, 10th November, 1923.

It is regretted that by an oversight receipt was not acknowledged of your letter of 27th July,‡ relating to the Concession for the salts of the Dead Sea in Palestine. A copy was forwarded to our legal advisers in Constantinople who report that all the documents therein called for are available and will be submitted in due course.

I have, &c.,
JOHN GODOLPHIN BENNETT.

* No. 3.

† 28744/23: not printed.

‡ No. 4.

6.

28744/23.

No. 6.

COLONIAL OFFICE to FOREIGN OFFICE.

[Answered by No. 7.]

SIR,

Downing Street, 4th December, 1923.

I AM directed by the Duke of Devonshire to request you to inform the Marquess Curzon of Kedleston that he has received from a Captain J. G. Bennett a request for the recognition of the validity of a Concession granted by the Ottoman Imperial Government on the 1st of February, 1912, to certain Turkish subjects in respect of the exploitation of the mineral resources of the Dead Sea.

2. Copies of letters* received from Captain Bennett are transmitted herewith from which it will be seen that the Concession is stated to have been acquired by Captain Bennett and certain British associates after the war. As at present advised, His Grace does not consider that this Concession is covered by any Article of the Treaty of Peace with Turkey of 24th July, 1923, or by the Protocol signed on the same date relating to Concessions granted in the Ottoman Empire, for the reason that it was admittedly granted in the first place to Turkish subjects and was still in possession of Turkish subjects on the 29th of October, 1914, the date laid down in Section 1, Article 1, of the above Protocol.

3. Before, however, declining on behalf of His Majesty's Government to accord Captain Bennett's claim any measure of recognition, His Grace would be glad to learn whether the enclosed draft reply,† which it is proposed to address to this gentleman, meets with Lord Curzon's concurrence.

4. I am to add that apart from this over-riding consideration that the Concession does not fall within the terms of the Concessions Protocol, His Grace is advised that the Concession had probably lapsed owing to non-fulfilment of conditions some time before the outbreak of the war.

I am, &c.,

J. E. SHUCKBURGH

59757/23.

No. 7.

FOREIGN OFFICE to COLONIAL OFFICE.

[Answered by No. 13.]

SIR,

Foreign Office, S W.1, 8th December, 1923.

I AM directed by the Marquess Curzon of Kedleston to acknowledge the receipt of your letter of the 4th instant,‡ relative to a request by Captain J. G. Bennett for the recognition of the validity of a Concession granted by the Turkish Government in 1912 to certain Turkish subjects for the exploitation of the mineral resources of the Dead Sea, and to state that His Lordship concurs in the terms of the reply which the Secretary of State for the Colonies proposes to return to Captain Bennett.

I am, &c.,

D. G. OSBORNE

28744/23.

No. 8.

COLONIAL OFFICE to CAPTAIN J. G. BENNETT.

[Answered by No. 10.]

SIR,

Downing Street, 14th December, 1923.

I AM directed by the Duke of Devonshire to acknowledge the receipt of your letter of the 10th of November,§ in regard to your claim in respect of an alleged Concession for the extraction of salts from the Dead Sea and to inform you that he has given the matter careful consideration.

* Nos. 1 and 3.

† See No. 8.

‡ No. 6.

§ No. 5.

7

As you are no doubt aware, the Treaty of Lausanne, and the instruments accompanying it make no provision for the maintenance of a Concession such as you claim to possess, and in all the circumstances, His Majesty's Government do not propose to recognize it.

2. His Grace, therefore, will not trouble you to supply him with the documents in regard to which you have been in communication with your legal advisers in Constantinople.

I am, &c.,

J. E. SHUCKBURGH.

36596/24.

No. 9.

MR. B. TILLET, M.P., to MR. J. H. THOMAS, M.P.

MY DEAR THOMAS,

House of Commons, 22nd July, 1924.

I ENCLOSE you a copy of a letter forwarded to me by a friend who appears to have a very sound case and after examination I am anxious to urge that same be given the fullest and satisfactory consideration.

The validity of the documentary evidence is, I think, complete.

I shall be glad if the parties concerned were consulted and I should also be glad to meet you or your responsible officials to deal with the matter, or possibly my friends could be received and allowed to present their own case.

You will find by the enclosed note to me the original Firman of Concession have been acquired and have been sent to the Colonial Office.

Trusting you can help in this matter to a fair and square deal with my friends.

Yours, &c.,

BEN TILLET.

Enclosure in No. 9.

DEAR MR. TILLET,

13, Cumberland Mansions, W.1, July, 1924.

WITH reference to our conversation to-day and to the Memorandum which I handed to you re above which sets forth the essential facts.

The Memorandum sets forth the main heads of my claim which is founded on the fact that I purchased a 51 per cent. interest in this business on 14th December, 1923.

A copy of the original Firman of Concession and other papers showing how the rights of my colleagues were acquired was sent to the Colonial Office last year.* We on our part only ask that our legal rights should be given consideration by His Majesty's Government.

We purchased the option on the concession after careful inquiry, and on the advice of British and international lawyers in Constantinople and London.

Yours faithfully,

W. BURTON STEWART.

Ben Tillett Esq., M.P.

CONCESSION FOR THE EXTRACTION OF SALTS FROM THE DEAD SEA, PALESTINE.

1. A Concession was granted by the Turkish Government in 1912, for the extraction of bromine and other salts from the waters of the Dead Sea. The Concession is to last 25 years with right of extension. Owing to the outbreak of war between Turkey and Italy, and subsequently with the Balkan States, the exploitation of this Concession was deferred and it was again deferred as a result of the general war, 1914-1918. This state of war constituting *force majeure*, still remains, as the Treaty of Peace with Turkey has not yet come into force. The Concessionnaires were required to take possession within six months, which they did, and to commence extraction within two years. They were also to pay an *ad valorem* tax of 16 per cent., and to conform to the Ottoman Mining Code.

2. Article 65 of the Treaty of Lausanne provides that property, rights, and interests which belong to Turkish nationals in territories detached from the Ottoman Empire under the Treaty shall be restored to them. No Decree has been issued by the Turkish Government affecting the original Concession, which consequently remains in force.

3. By a contract signed in March, 1923, the Concessionnaires agreed to transfer their Concession to Colonel Maitland Edwards, a British subject, for a consideration of

* No. 3.

which £1,000 was then paid in cash. By a subsequent contract, dated 14th December, 1923, 51 per cent. of Colonel Edward's interest was assigned to Major W. Burton Stewart.

4. Application was made by letter dated 19th April, 1923, to the Colonial Office for an assurance that this Concession would be recognized by His Majesty's Government as mandatories for Palestine. Correspondence ensued and in a letter dated 27th July, 1923,* the Colonial Office asked for evidence to show:—

- (a) That the recipients of the Concession actually entered into possession of the area covered by their Concession within the period prescribed by Article 14 of the Firman of Concession.
- (b) That they were in fact, specifically absolved by the Turkish Government from their obligation to commence operations within two years.
- (c) That the taxes were duly paid.
- (d) The identity of the present holder of the Concession.

In reply it was stated that the desired information was being sought in Constantinople.

The situation is as follows:—

- (a) The official records in Palestine show that the delimitation of the area of the Concession was duly carried out within the specified time.
- (b) The termination of the Balkan wars was followed within a year by the outbreak of the general war 1914-1918, and consequently a period of two years cannot, in any event, have expired.
- (c) The Concession itself is a receipt for the payment of £206 provided for in Article 15, and the payment of taxes on production does not fall due until the expiry of the period of two years, which has been automatically extended by the state of war.
- (d) The original Concessionnaires remain the owners of the Concession, but are under contract to transfer it as provided in paragraph 3 above.

5. One of the chief products of the Dead Sea is potash, and at present only a negligible quantity is produced within the Empire, 97 per cent. of the world's potash being at present produced in France and Germany. It is believed that owing to the high natural evaporation, enormous quantities of potash can be produced from the Dead Sea at prices which will compete favourably with France and Germany, where potash is mined at a depth of 1,000 ft. below the ground. It is not necessary to emphasize the value of potash as manure for agricultural and other purposes. In the year 1919, the United Kingdom imported potash to the value of over £600,000.

6. In addition to production of potash, now that very large Electric Power Works are being installed in the valley of the Jordan at a short distance from the Dead Sea, there will be in the immediate future, great possibilities for dealing with the by-products which are of very great value and commercial importance, and of employing electric power for transportation.

7. The efforts being made to retain the control of this enormous deposit in British hands deserves the support of His Majesty's Government. The Concessionnaires themselves, as Turkish subjects, are enabled by the Treaty of Lausanne to apply to the mixed Arbitral Tribunals to be set up under Section 5 of the Treaty. Under such circumstances there is nothing to prevent the Concession passing into foreign hands. It is urged that facilities be given to Major Burton Stewart to enable him to carry out his contract with the Concessionnaires.

W. BURTON STEWART.

21st July, 1924.

49648/24.

No. 10.

MAJOR W. B. STEWART to COLONIAL OFFICE.

[Answered by No. 11.]

SIR, 13, Cumberland Mansions, London, W.1, 18th October, 1924.
WITH reference to a conversation which I had yesterday, the 17th, with a representative of your Department, I have the honour to submit the following points for your consideration:—

I refer to your letter of the 14th December, 1923,† to Captain Bennett from whom, with certain associates, I acquired the controlling interest in this Concession

* No. 4.

† No. 8.

under a contract dated 14th December, 1923. I understand that the phrase "The Treaty of Lausanne and the instruments accompanying it make no provision for the maintenance of a Concession such as you claim to possess," is based upon the XII Protocol. I would submit in this connexion that the XII Protocol deals specifically with Concessions belonging to Allied nationals and that Concessions owned by Turkish nationals are included in Article 15 of Part III of the Treaty of Lausanne itself. In this Article the phrase occurs—"Reciprocally, property, rights, and interests which still exist and can be identified in territories subject to the sovereignty or protectorate of the Allied Powers on the 29th October, 1914, or in territories detached from the Ottoman Empire after the Balkan wars and subject to-day to the sovereignty of any such Power, and which belong to Turkish nationals, shall be immediately restored to the owners in their existing state. The same provision shall apply to property, rights, and interests which belong to Turkish nationals in territories detached from the Ottoman Empire under the present Treaty, and which may be subjected to liquidation or any other exceptional measure whatever on the part of the authorities of the Allied Powers."

I would further submit that it is a fundamental principle of International Private Law that the rights of individuals should not be affected by changes of territorial disposition or sovereignty, and that the principle is most carefully maintained by the provisions of the 1st Section of Part III of the Treaty.

I am, &c.,

W. BURTON STEWART,
(Major).

49648/24.

No. 11

COLONIAL OFFICE to MAJOR W. B. STEWART.

SIR,

Downing Street, 11th November, 1924.

I AM directed by Mr. Secretary Amery to acknowledge the receipt of your letter of the 18th of October,* in regard to the alleged grant of a Concession by the Turkish Government prior to the War for the recovery of certain salts from the Dead Sea, and to inform you that His Majesty's Government do not recognize that there is any property, right, or interest, the restoration of which could be claimed by Captain Bennett or yourself under Article 65 of the Treaty of Lausanne.

I am, &c.,

J. E. SHUCKBURGH.

20425/25.

No. 12.

MESSRS. WESTBURY PRESTON AND STAVRIDIS to COLONIAL OFFICE.

[Answered by No. 17.]

12, Devonshire Square, Bishopsgate, London, E.C.2.,

SIR,

5th May, 1925.

Dead Sea Salts Concessions.

WE have been consulted by Mr. William Maitland Edwards who is interested in the Dead Sea Salts Concession granted by the Turkish Government in 1912 to certain Turkish nationals.

We have been informed that so far as the Turkish Law is concerned all the conditions and obligations imposed upon the Concessionnaires by the terms of the Concession have been duly complied with, and that the Concession is still valid and existing to-day according to Turkish Law.

The papers connected with this matter have been submitted to Counsel, and our clients are advised that both under International Law and the Treaty of Lausanne they are entitled to claim from the British Government as mandatory of Palestine the restoration of the Concession and the recognition of their rights and interests thereunder.

* No. 10.

We shall be glad if you will kindly let us have your views on the subject, or if you would prefer it we will be pleased to call at the Colonial Office to discuss the matter at such time as may be convenient to you.

We have, &c.,
WESTBURY PRESTON AND STAVRIDIS.

20425/25.

No. 13.

COLONIAL OFFICE to [FOREIGN OFFICE.] [BOARD OF TRADE.]

[Answered by Nos. 15 and 16.]

SIR,

Downing Street, 28th May, 1925.

WITH reference to [To [1]: your letter of the 8th of December, 1923,*] [To [2]: the letter from this Department of the 5th of December, 1923,†] I am directed by Mr. Secretary Amery to transmit to you, to be laid before [Mr. Secretary Chamberlain,] [the Board of Trade,] the enclosed copies of further correspondence in regard to a claim advanced by certain British subjects to a Concession in respect of the salts of the Dead Sea, alleged to have been granted by the Turkish Government in 1912 to certain Turkish nationals. I am also to enclose copies of the Concession and of an opinion delivered by a Dr. Mizzi, who, however, is understood to be financially interested himself.

2. Mr. Amery is not disposed to recognize the claim as having any validity, and he is advised that the legal position may be stated shortly as follows:—

(a) That in the case of territory detached from a Power by reason of conquest, the succeeding Government in the absence of express stipulations has it in its discretion whether to recognize, or not to recognize, concessionary contracts entered into by the preceding Government.

(b) Further, or in the alternative, that where a Treaty is made which contains provisions with respect to Concessions, it is exclusive, and concession holders, whose Concessions are not maintained by the terms of the Treaty, cannot claim that nevertheless they are maintained by principles of international law.

3. As [Mr. Chamberlain] [the Board of Trade] is of course aware, the question of Concessions in Palestine and other parts of the pre-war Ottoman Empire, is dealt with by the special Concessions Protocol attached to the Treaty of Lausanne. Under the terms of this Protocol "concessionary contracts and subsequent agreements relating thereto, duly entered into before the 29th of October, 1914, between the Ottoman Government or any local authority on the one hand, and nationals (including Companies) of the contracting powers, other than Turkey, on the other hand, are maintained." The present Concession regarding the Dead Sea was granted in 1912 to Turkish nationals, and Mr. Amery is of the opinion that, if the advice given him as stated in the preceding paragraph in regard to the general position is correct, unless and until His Majesty's Government recognize the present Concession, no property, right, or interest exists which could be claimed to be restored to its original owners under Article 65 of the Treaty. Further, he considers that the assignment of this Concession without permission during the war to Captain Bennett, a British subject, does not render it any the less an Ottoman Concession for the purposes of the Treaty and of the rights of His Majesty's Government in the matter.

4. In addition Article 9 of the Protocol provides that any State acquiring territory detached from Turkey under the Treaty "is fully subrogated as regards the rights and obligations of Turkey towards the nationals of the other Contracting Powers, and Companies in which the capital of the said Powers is predominant, who are beneficiaries under concessionary contracts entered into before the 29th October, 1914, with the Ottoman Government or any local Ottoman authority." In this connexion also Mr. Amery is advised that the assignment of a Concession, originally granted to Turkish nationals without permission to British nationals after the beginning of hostilities with Turkey precludes any claim of the sort under consideration, on the ground that "beneficiaries" correctly interpreted, can only refer to the original grantees.

* No. 7.

† 28744/23: not printed.

‡ Enclosures in 28744/23: 50479/23: not printed. Nos. 8, 9, 10, 11 and 12.

5. I am also to observe in this connexion that in the case of German Concessions in Tanganyika Territory and elsewhere, His Majesty's Government have claimed to have the right to recognize or not, as they themselves decide, and in fact have only recognized Concessions upon which substantial work has already been done. Only those, therefore, which His Majesty's Government have recognized have been treated as a property, right, and interest falling to be dealt with in accordance with the appropriate clauses of the Treaty of Versailles.

6. Mr. Amery would be glad to learn whether [Mr. Chamberlain] [the Board of Trade] concurs in the foregoing statement of the position, and I am to request that an early answer may be furnished.

I am, &c.,
H. YOUNG.

24731/25.

No. 14.

MESSRS. WESTBURY PRESTON AND STAVRIDIS to COLONIAL OFFICE.

12, Devonshire Square, Bishopsgate,

London, E.C.2, 29th May, 1925.

SIR,

WE have the honour to acknowledge receipt of your letter* of yesterday acknowledging receipt of our letter of the 5th instant,† and informing us that a further communication will be addressed to us in due course.

2. It was with considerable surprise that we noticed in the London papers that by a telegram under date 6th May from Jerusalem, it is officially announced that the Crown Agents for the Colonies in London are prepared to receive tenders on behalf of the Palestine Government for the exploitation of the mineral resources of the Dead Sea.

You will of course appreciate that if any such tender is accepted and a Concession for these mineral resources granted, such an act will amount to expropriation of our client's Concession.

3. Apart from his legal rights our client has, in our opinion, a strong moral claim both for the protection and the support of the Colonial Office, as it was he personally, by providing the necessary money to secure the Concession, who prevented its acquisition by a group of French financiers.

We have, &c.,
WESTBURY PRESTON AND STAVRIDIS.

27829/25.

No. 15.

BOARD OF TRADE to COLONIAL OFFICE.

Commercial Relations and Treaties Department, Board of Trade,

Great George Street, London, S.W.1, 18th June, 1925.

SIR,

I AM directed by the Board of Trade to acknowledge the receipt of your letter of the 28th May,‡ relative to a claim advanced by certain British subjects in connexion with a Concession granted by the Turkish Government in 1912 to certain Turkish nationals in respect of the salts of the Dead Sea.

2. In this case the Turkish Government granted a Concession in 1911 to three Turkish nationals for the extraction of salts from the Dead Sea. Although it was originally claimed by a Mr. J. G. Bennett that this Concession was acquired by a British group, it is now definitely stated that it remains in the hands of the original Turkish Concessionaires who have, however, entered into a contract of sale or transfer to certain British subject or subjects.

3. The claim of the present party who holds the controlling interest in the business, viz., Major B. Stuart, is apparently based not on the provisions of the Concessions Protocol, but on the contention that the Concession is a property, right, or

* 20425/25: not printed.

† No. 12.

‡ No. 13.

interest within the meaning of the third paragraph of Article 65 of the Treaty at Lausanne, and must, therefore, be restored to the Concessionnaires under the Article.

4. The Board are disposed to concur in the view taken by your Department that there is no "property, right, or interest" existing, so long as the original Concession is not recognized by His Majesty's Government, especially as the Concessionnaires do not appear to have erected any work under the Concession or otherwise acquired any material property such as would, no doubt, have to be recognized under Article 65. They also agree that there is good ground for holding that the question of recognizing or not recognizing a Turkish Concession is a matter within the discretion of His Majesty's Government.

5. As however the principles of international law which are involved in this view are rather matters for the Foreign Office than the Board of Trade, the Board are sending a copy of your letter of the 28th May, and of this reply, to the Foreign Office.

I have, &c.,
H. FOUNTAIN.

27969/25

No. 16.

FOREIGN OFFICE to COLONIAL OFFICE.

[Answered by No. 24.]

SIR,

Foreign Office, S.W.1, 19th June, 1925.

WITH reference to your letter of 28th May,* on the subject of a Concession in respect of the salts of the Dead Sea, I am directed by Mr. Secretary Chamberlain to inform you that while he does not wish to dissent from the general statement in paragraph 2, sub-paragraph (a) of the legal position as regards concessions in territory detached from a Power by reason of conquest, it cannot be said that a definite and recognized rule of international law is in existence on the subject, and the opinion of text-book writers thereon is not unanimous. This point is not, however, of much importance in the present case, since Mr. Chamberlain is advised that the statement in paragraph 2, sub-paragraph (b) of your letter is correct, at any rate so far as concerns States who are parties to the Treaty in question and their nationals, and no question arises as regards other States or their nationals in connexion with the Dead Sea Salts Concession. The only question to be considered therefore is what is the position under the Lausanne settlement.

2. Article 1 of the special Concessions Protocol attached to the Treaty of Lausanne, which is applicable to Palestine under Article 10 thereof, does not apply to the present case, in which there is no concessionary contract duly entered into before 29th October, 1914, between the Turkish Government and the nationals of any contracting Power other than Turkey, but a Concession granted by the Turkish Government to Turkish nationals. If the original grantees of the Dead Sea Salts Concession are to be regarded as the present holders thereof, the first sentence of Article 9 of the Concessions Protocol does not apply, since the words "ressortissants des autres Puissances contractantes" must apparently be interpreted as equivalent to the words "ressortissants des Puissances contractantes autres que la Turquie" in Article 1, and the term "autres Puissances" in Article 9 must therefore mean Powers other than Turkey. If on the other hand the present claimants are to be regarded as the holders of the Concession—which is open to doubt, since it appears that they have only obtained an option to acquire it—the first sentence of Article 9 would again appear to be inapplicable, on the ground indicated in paragraph 4 of your letter that the word "beneficiaries" in that sentence should be regarded in the circumstances of the case now under consideration as referring only to the original grantees of the Concession. At the same time Mr. Chamberlain is advised that this point is not altogether free from doubt.

3. Mr. Chamberlain is further advised that in any case Article 65 of the Treaty of Lausanne is not applicable to the Dead Sea Salts Concession, even on the assumption that the Concession can be regarded as a property right or interest of Turkish nationals. The first sentence of the second paragraph of that Article does not apply, because Palestine was not under the sovereignty or protectorate of an allied Power on 29th

* No. 13.

October, 1914, nor was it detached from the Ottoman Empire after the Balkan wars. The second sentence of that paragraph does not apply, because it does not appear that the Concession has been subjected to liquidation or any other exceptional measure whatever on the part of the British authorities. The third paragraph of Article 65 does not apply, because so far as is known the Concession was not subjected by the Ottoman Government to an exceptional war measure; and if this be so, the last paragraph of the Article—which relates to the submission of disputes to the Mixed Arbitral Tribunal—is not applicable either.

5. It follows from the considerations set forth above that if the original grantees of the Concession are to be regarded as the present holders thereof, there is nothing in the Lausanne settlement which is applicable to the present case; and the same contention holds good if the present claimants are to be regarded as the holders of the Concession, subject to the doubt indicated in paragraph 2 above in regard to the meaning of the word "beneficiaries" in Article 9 of the Concessions Protocol. But even if there be some foundation for this doubt, it does not appear that any international question could arise, at any rate directly, as the question at issue would be one between British subjects and His Majesty's Government.

6. In these circumstances, the Secretary of State sees no objection to the line which Mr. Secretary Amery proposes to take in the matter. I am, however, to suggest that as Mr. Amery is not disposed to recognize the claim now put forward, the best course would be to refer the claimants to any remedy which they may possess in the Courts of Palestine.

I am, &c.,
LAUNCELOT OLIPHANT.

27969/25.

No. 17.

COLONIAL OFFICE to MESSRS. WESTBURY PRESTON AND STAVRIDIS.

GENTLEMEN,

Downing Street, 10th July, 1925.

WITH reference to your letter of the 5th May last,* concerning the claim of Mr. William Maitland Edwards to a Concession in respect of the salts of the Dead Sea, I am directed by Mr. Secretary Amery to state that His Majesty's Government do not recognize this Concession or admit that your client possesses any rights in respect thereof.

I am, &c.,
H. YOUNG.

27969/25.

No. 18.

COLONIAL OFFICE to MESSRS. WESTBURY PRESTON AND STAVRIDIS.

[Answered by No. 19.]

GENTLEMEN,

Downing Street, 16th September, 1925.

I AM directed by Mr. Secretary Amery to refer to the letter from this Office of the 10th July last,† and to the conversations which have taken place with Sir J. Stavridis and others since that date concerning the claim of Mr. William Maitland Edwards to a Concession in respect of the salts of the Dead Sea, and to inform you that he adheres to the opinion already communicated to you in previous correspondence that His Majesty's Government cannot recognize this Concession or admit that your client possesses any rights in respect thereof.

2. I am, however, to repeat the suggestion made to Sir J. Stavridis on the occasion of his visit to this Office on the 29th August last, that your clients should make an application before the 1st October next for a new Concession under the terms

* No. 12.

† No. 17.

of the advertisement inviting applications for a Concession to exploit the mineral resources of the Dead Sea which has been issued by the Crown Agents for the Colonies under the authority of the Colonial Office. In the event of such an application being made it would be received without prejudice to any rights of which Captain Bennett believes himself to be possessed.

I am, &c.,
G. GRINDLE.

44200/25.

No. 19.

MESSRS. WESTBURY PRESTON AND STAVRIDIS to COLONIAL OFFICE.

12, Devonshire Square, Bishopsgate,
London, E.C.2, 29th September, 1925.

SIR, YOUR favour of the 16th instant* duly reached us and the delay in replying thereto was caused by the absence of the writer abroad. This letter repeats the opinion expressed in your letter of the 10th July.†

We would like to point out that the reason no reply was sent to this latter letter was because, shortly after its receipt, an offer of an interview was made, and as it was hoped that there might be a modification in the attitude of your Department in that interview we refrained from posting a letter which was then in type.

2. It is with some surprise and considerable regret that, notwithstanding the conferences at the Colonial Office, to which you refer in your letter, and our full and detailed explanation of our position, you do not attempt to examine that position but content yourself with a mere iteration of the statement made in your previous letter.

3. As you are aware one of our clients is an Australian national and perhaps you will not be surprised to learn that he feels this treatment very keenly and holds the view that he has not received from the Mother Government that amount of consideration to which he and his colleagues were entitled as British subjects especially in view of the efforts they made and the money they expended in order to secure this Concession and to prevent it from falling into the hands of other nationals. We may mention that Captain Bennett referred to in your letter is not in any way interested in the Concession.

4. A simple declaration that His Majesty's Government cannot recognize our Concession or admit that our clients possess any rights in respect thereof does not, of course, throw any light upon the dispute between us or assist towards an amicable settlement. May we be permitted most respectfully to point out that the Concession in question relates to territory that has been detached from the Turkish Empire and been converted by the Allied Powers into a Mandate. The British Empire is therefore in the position of a trustee acting on behalf of the League of Nations. It seems, therefore, to us that this is a question which it is peculiarly within the competence of the League of Nations to decide. In our view it does not appear to meet the case for the Colonial Office simply to refuse to recognize the Concession. If the Concession is valid the ordinary principles of International Law and in particular the Treaty of Lausanne demand that it should be maintained. If maintained it necessarily confers rights upon the Concessionaires, such rights depending upon the validity of the Concession and not upon the admission of the Mandatory.

5. We are anxious to settle the matter in a friendly manner and to avoid having recourse to an International Tribunal, and would suggest that the differences between His Majesty's Government and our clients are capable of amicable settlement by referring the matter to an arbitrator of high judicial authority. We think it fair to say that if His Majesty's Government show no desire to meet us our Australian client proposes to seek the assistance of his Government in order to protect his interests.

6. In the second paragraph of your letter you make a suggestion that our clients should make an application for a new Concession under the terms of the advertisement that has been issued in the Press. We notice that you ask for the application to be lodged before the 1st October. We presume this date is meant as the 31st October which we understand is the date mentioned in your advertisement asking for tenders. As at present advised our clients are not prepared to accept this as an adequate solution of the matter, but we must admit quite frankly that we do not understand the offer coupled with the assurance that an application would not prejudice any of the rights

* No. 18.

† No. 17.

of our clients. We should, therefore, like an opportunity of discussing the suggestion as we are anxious not to ignore anything which may have within it the slightest possibility of agreement.

We have, &c.,
WESTBURY PRESTON AND STAVRIDIS.

45578/25.

No. 20.

MESSRS. WESTBURY PRESTON AND STAVRIDIS to COLONIAL OFFICE.

12, Devonshire Square, Bishopsgate,
London, E.C.2, 8th October, 1925.

SIR, We beg to refer to our letter of the 29th ultimo,* which has been acknowledged by your memorandum of the 3rd instant.†

Enclosed we beg to send you herewith copy of a letter we have to-day addressed to the Crown Agents for the Colonies which speaks for itself

We have, &c.,
WESTBURY PRESTON AND STAVRIDIS.

Enclosure in No. 20.

12, Devonshire Square,
Bishopsgate, E.C.2, 8th October, 1925.

SIR,

Dead Sea Concessions.

Our attention has been drawn to a notice which appeared in the Press inviting applications for the grant of rights to engage in operations for the purpose of extracting mineral substances from the water of the Dead Sea

We beg to inform you that we represent W. Maitland Edwards, Esq., and other gentlemen who already possess the right to develop and exploit the mineral resources of the Dead Sea under a Convention granted by the Turkish Government before the War, and this Concession is identical with the grant for which you have requested tenders. It may be of interest for you to learn that we have been in negotiation now for some months with the Colonial Office respecting this Concession.

To accept an application in accordance with this public notice and to grant this Concession to any other person or body of persons would amount to an expropriation of the rights of our clients.

We have, &c.,
WESTBURY PRESTON AND STAVRIDIS.

The Secretary,
Crown Agents for the Colonies,
4, Millbank, Westminster, S.W.1.

48086/25.

No. 21.

MESSRS. WESTBURY PRESTON AND STAVRIDIS to COLONIAL OFFICE.

[Answered by No. 22.]

12, Devonshire Square, Bishopsgate,
London, E.C.2, 24th October, 1925.

SIR, We beg to confirm our letter of the 29th September,* to which we have had merely a formal reply.

In conformity with the suggestion made at the interview on the 9th instant at the Colonial Office, we send you herewith a draft of the Terms of Undertaking which we suggest should be signed by both parties.

* No. 19.

† 44200/25: not printed.

As time is so short we would appreciate an appointment with you on Monday morning to see whether we can agree the terms and settle the matter, in which case our clients would be prepared to put in a tender. If you can ring us up on the telephone we shall be pleased to fix an appointment.

It is, of course, understood that any arrangement made with your Department will be binding on the Crown Agents for the Colonies and also upon the High Commissioner for Palestine.

We have, &c.,
WESTBURY PRESTON AND STAVRIDIS.

Enclosure in No. 21.

DRAFT FORM OF UNDERTAKING FROM THE CROWN AGENTS FOR THE COLONIES WITH REFERENCE TO THE DEAD SEA CONCESSIONS.

AN AGREEMENT made the day of 1925 BETWEEN THE CROWN AGENTS FOR THE COLONIES of No. 4 Millbank in the City of Westminster (who and their Successors in office are hereinafter called the Crown Agents) acting for and on behalf of the High Commissioner for Palestine of the one part and William Maitland Edwards of 24 Palmeira Square Hove in the County of Sussex Esquire and Major J Douglas Henry of 31 Manchester Street in the County of London (hereinafter called the Concessionnaires) of the other part. WHEREAS the Concessionnaires possess a Concession granted by Imperial Firman by the Turkish Government in 1912 by which they claim the right to extract and exploit the chemical and mineral resources of the Dead Sea. AND WHEREAS the Concessionnaires have agreed to submit a tender to the Crown Agents to extract and exploit these same chemical and mineral resources in accordance with the advertisement issued in the daily press under date the seventh day of May 1925 NOW IT IS HEREBY AGREED as follows, viz. :—

- (1) Any rights and benefits the Concessionnaires may possess or claim to be entitled to under the 1912 Concession shall not be prejudiced nor affected adversely in any way by the fact that they are submitting a tender for the 1925 Concession.
- (2) In the event of the tender by the Concessionnaires being accepted the 1912 Concession shall be surrendered and cancelled.
- (3) In the event of the tender not being accepted the Crown Agents are willing to submit unreservedly to an Arbitral Tribunal the question of the validity and extent of the 1912 Concession.

IN WITNESS.

48086/25.

No. 22.

COLONIAL OFFICE to MESSRS. WESTBURY PRESTON AND STAVRIDIS.

[Answered by No. 23.]

GENTLEMEN,

Downing Street, 27th October, 1925.

I AM directed by Mr. Secretary Amery to acknowledge the receipt of your letter of the 24th of October,* in regard to your clients' claim to possess a Concession for the exploitation of certain substances in the Dead Sea, and to inform you that he regards a formal agreement such as you suggest should be entered into with the Crown Agents for the Colonies as quite unnecessary to give effect to the undertaking which he has given you. In any case he could not consider the draft which you have submitted in view of the terms of the preamble and the provisions in Clause 3.

2. I am to reiterate that Mr. Amery is prepared to assure you that if your clients put in a tender for a Concession, in accordance with the terms of the notice issued in May last by the Crown Agents on behalf of the Palestine Government such action will be treated as entirely without prejudice to any claim which, if the tender is not

* No. 21.

accepted, your clients may wish to put forward in respect to the Concession in question. You are aware that the last date on which tenders can be accepted for consideration is the 31st of October.

I am, &c.,
J. E. SHUCKBURGH.

48936/25.

No. 23.

MESSRS. WESTBURY PRESTON AND STAVRIDIS to COLONIAL OFFICE

12, Devonshire Square, Bishopsgate,

London, E.C.2, 29th October, 1925.

SIR,

WE are favoured by the receipt of your letter of the 27th instant,* in regard to the Undertaking which it was suggested should be given by the Colonial Office or the Crown Agents for the Colonies to our clients before they tendered for the Dead Sea Concession.

2. Under our advice our clients are prepared to accept the assurance given in your letter, it being, of course, understood that this and any other arrangements made with your Department with respect to this Concession is equally binding upon the Crown Agents for the Colonies and the Palestine Government.

3. We are to thank you for the reminder that tenders must be deposited before the 31st instant, and we are taking steps so that our clients' tender may be lodged to-morrow or on Saturday morning at the latest.

We have, &c.,
WESTBURY PRESTON AND STAVRIDIS.

48086/25.

No. 24.

COLONIAL OFFICE to FOREIGN OFFICE.

[Answered by No. 25.]

SIR,

Downing Street, 19th November, 1925.

I AM directed by Mr. Secretary Amery to refer to your letter of the 19th of June,† on the subject of a claim which has been advanced in respect of a pre-war Concession for the exploitation of certain mineral resources of the Dead Sea, and to request you to inform Mr. Secretary Chamberlain that he is anxious to take the opinion of the Law Officers of the Crown as to the correctness of the position adopted by His Majesty's Government in the matter.

2. I am accordingly to transmit to you, for Mr. Chamberlain's consideration, the enclosed draft of the letter‡ which it is proposed to address to the Law Officers on this point. It will be observed that the matter is to some extent rendered the more urgent as tenders for a Concession to develop these resources have been publicly invited, and as the final date for their receipt has now been reached.

3. Mr. Amery desires me further to call special attention to the letter from Messrs. Westbury Preston and Stavridis of the 29th of September,§ a copy of which forms one of the enclosures to the draft submitted to the Law Officers, in which reference is made to the fact that one of the claimants is an Australian. The Secretary of State is specially anxious that the attitude of His Majesty's Government should be considered as carefully as possible before anything in the nature of an irrevocable step is taken in respect of the tenders received by the Crown Agents from other parties.

4. I am to request that Mr. Amery may be informed as soon as possible whether Mr. Chamberlain concurs in the enclosed draft letter.

I am, &c.,
J. E. SHUCKBURGH.

* No. 22.

† No. 16.

‡ See No. 26.

§ No. 19.

53775/25.

No. 25.

FOREIGN OFFICE to COLONIAL OFFICE.

[Answered by No. 28.]

SIR,

Foreign Office, S.W.1, 30th November, 1925.

WITH reference to your letter of 19th November,* relative to a claim in respect of a pre-war Concession for the exploitation of certain mineral resources of the Dead Sea, I am directed by Mr. Secretary Chamberlain to inform you that he concurs generally in the terms of the draft letter which the Secretary of State for the Colonies proposes to address to the Law Officers of the Crown on this subject.

2. Mr. Chamberlain desires, however, to suggest that the question whether the Concession has been actually assigned to the claimants, or whether they merely hold an option to acquire it, may prove to be of material importance, and that it may therefore be desirable to embody in the draft letter to the Law Officers any further information on this point which may be available.

3. It may also be of importance to ascertain whether there is any tribunal, international or other, before which it is at present open to the claimants to bring their claim. I am, therefore, to suggest that the Law Officers should be specifically asked to furnish their advice on this question.

I am, &c.,

LAUNCELOT OLIPHANT.

53775/25.

No. 26.

COLONIAL OFFICE to LAW OFFICERS.

[Answered by No. 27.]

GENTLEMEN,

Downing Street, 16th December, 1925.

I AM directed by Mr. Secretary Amery to inform you that he has had under consideration a claim advanced by a Mr. W. M. Edwards and a Major J. D. Henry in respect of rights to a Concession granted by the Ottoman Government in 1911 to certain Turkish subjects for the exploitation of certain mineral resources of the Dead Sea, and to transmit to you in this connection copies of the documents and correspondence† noted in the attached schedule. A copy of the translation of the original Firman granting the Concession will be found as an enclosure to the letter from Captain J. G. Bennett of the 7th of June, 1923,‡ as also of an opinion on the validity of the claim by a Dr. Mizzi, who, however, is understood himself to be or to have been financially interested. The accuracy of the translation is by no means guaranteed, but Mr. Amery has not thought it necessary to incur the trouble and expense involved in having the translation checked in detail.

2. As you will observe, Mr. Amery has been advised that the present claim is one which cannot be substantiated, and he has accordingly caused the claimants to be informed that he is unable favourably to consider their application. A full discussion of the case as it presents itself to Mr. Amery will be found in the letters from this Department to the Foreign Office and the Board of Trade of the 28th of May.§ With respect to the question of the validity of the transfer of the concession from the original Turkish holders to Captain Bennett, attention is directed to the closing words of Article 77 of the Treaty of Lausanne. In reply|| to the letters referred to above, both the Secretary of State for Foreign Affairs and the Board of Trade expressed their general concurrence with the arguments advanced therein. It will be observed that, in the letter from this Department of the 10th of July¶ to the claimants' Solicitors, Messrs. Westbury Preston and Stavridi, the latter were merely informed that His Majesty's Government did not recognise the Concession or admit that their clients possessed any rights in respect thereof. It should be explained, however, that the matter was subsequently discussed at the Colonial Office

* No. 24. † Nos. 1-23. ‡ No. 3. § No. 13. || Nos. 15 and 16. ¶ No. 17.

with Sir John Stavridi, a partner in the firm of Solicitors employed by the claimants, and full oral explanations were given to him of the grounds on which Mr. Amery had been advised to reject the claim.

3. It may be held that the question whether or not Messrs. Westbury Preston and Stavridi's clients have had the concession actually assigned to them or merely hold an option to acquire it has a material bearing on the whole case. Mr. Amery, however, has no definite evidence on this point and Sir J. Stavridi was inclined to be evasive when questioned thereon. Such information as is available tends, as will be seen from the attached correspondence, to the former view.

4. I am to add that, as the Crown Agents for the Colonies, acting on behalf of the Palestine Government and on instructions from the Secretary of State, had publicly invited the submission on or before the 31st of October of tenders for a concession to develop the mineral resources of the Dead Sea, it was suggested to Messrs. Westbury Preston and Stavridi that their clients would be well advised to submit a tender themselves, and as will be observed from the later correspondence, viz., the letters from this Department of the 16th of September* and 27th of October† and the solicitors' reply,‡ a tender has been deposited on behalf of Mr. Edwards and Major Henry on the understanding that their claim to rights in respect of the Turkish concession will not be in any way prejudiced thereby.

5. For the above reasons, Mr. Amery is anxious that, should the claimants' tender be found less acceptable than that of some other applicant for a concession, he may be furnished with your advice as to the correctness, or otherwise, of the position adopted by His Majesty's Government in the matter before a concession conflicting with the rights purported to be bestowed by the alleged concession is actually granted to the successful tenderer; and he would ask that, as the date by which tenders were to be received has already passed, you will be good enough to give the matter your early consideration.

6. Mr. Amery is further advised that it is of importance in the present case and in any similar cases which may arise in the future to know whether any tribunal, international or otherwise, exists before which it is at the moment open to the claimants themselves to bring their claim. I am accordingly to request you to furnish him with your views on this additional point.

I am, &c.,

J. E. SHUCKBURGH.

C. 1229/26.

No. 27.

LAW OFFICERS to COLONIAL OFFICE.

Law Officers' Department,

SIR,

Royal Courts of Justice, 13th January, 1926.

WE were honoured with your commands, signified to us in Sir J. E. Shuckburgh's letter of the 16th December last,§ referring to our consideration certain questions arising in regard to the claim advanced by Mr. W. M. Edwards and Major J. D. Henry in respect of rights to a Concession granted by the Ottoman Government in 1911 to certain Turkish subjects for the exploitation of certain mineral resources of the Dead Sea.

We have taken the matter into our consideration and, in obedience to your commands, have the honour to REPORT

THAT in answer to the first question we agree with the position taken up by the Government. In our opinion the claimants have no legal right against either His Majesty's Government or the Government of Palestine under the Concession referred to for the reasons which are set out in the Departmental correspondence submitted to us.

2. We are not able to advise whether a claim would be entertained by the Courts of Palestine. We do not think that the claimants could successfully bring a claim before the English Courts. We do not think the claim falls within the jurisdiction of the Arbitral Tribunal set up by the Treaty of Lausanne. The only other International Tribunal would appear to be the Hague Court. That Court has already held in the Mavrommatis case that it has jurisdiction under Article 11 of the Mandate to consider

* No. 18.

† No. 22.

‡ No. 23.

§ No. 26.

claims that the Mandatory is acting in breach of international obligations accepted by it. The Court has also held that these claims can only be brought before it by the Government of the party complaining. It would appear that in the present case the Government is the Commonwealth of Australia.

Whether or not on the true construction of the Covenant a Dominion could bring a claim against the Mother country before the Hague Court is a matter of extreme difficulty; but we should not think it probable that the present Government of Australia would endeavour to assert such a right in the present case.

We are, &c.,
DOUGLAS MCGAREL HOGG.
T. W. H. INSKIP.

C. 1229/26.

No. 28.

COLONIAL OFFICE to FOREIGN OFFICE.

[Answered by No. 29.]

(Confidential.)

SIR, Downing Street, 1st February, 1926.

I AM directed by Mr. Secretary Amery to refer to your letter of the 30th of November,* in regard to a claim to a pre-war Concession for the exploitation of certain mineral resources of the Dead Sea and to transmit to you, to be laid before Secretary Sir Austen Chamberlain, the enclosed copy of an opinion† of the Law Officers of the Crown on points submitted them in connexion therewith.

2. In view of the decisive character of this opinion, Mr. Amery would now propose to inform the claimants' solicitors that after taking further legal advice, he has come to the definite conclusion that their clients' claim cannot be entertained, and to set out the precise grounds of its rejection. He would further propose to warn them that he accordingly now holds himself free to deal on their merits with the applications for the grant of a Concession which have been received by the Crown Agents for the Colonies, without regard to the claims advanced by Messrs. Edwards and Henry on the strength of the alleged pre-war Concession.

3. Before, however, giving instructions for a letter to be addressed to Messrs. Westbury Preston and Stavridi in the above sense, Mr. Amery would be glad to learn whether Sir Austen Chamberlain would concur in this course.

I am, &c.,
J. E. SHUCKBURGH.

C. 3876/26.

No. 29.

FOREIGN OFFICE to COLONIAL OFFICE.

(Confidential.)

SIR, Foreign Office, S.W.1, 15th February, 1926.

I AM directed by Secretary Sir Austen Chamberlain to acknowledge the receipt of your Confidential letter of 1st February,‡ regarding the claim to a pre-war Concession for the exploitation of certain mineral resources of the Dead Sea.

2. So far as the Foreign Office may be concerned, Sir Austen Chamberlain concurs in the proposal in paragraph 2 of your letter under reference to inform the claimants' solicitors that their clients' claim cannot be entertained, and to add that Mr. Secretary Amery now holds himself free to deal on their merits with the applications for the grant of a Concession which have been received by the Crown Agents for the Colonies.

I am, &c.,
LAUNCELOT OLIPHANT.

* No. 25.

† No. 27.

‡ No. 28.

C. 3876/26.

No. 30.

COLONIAL OFFICE to MESSRS. WESTBURY PRESTON AND STAVRIDI

[Answered by No. 31.]

(GENTLEMEN,

Downing Street, 9th March, 1926.

I AM directed by Mr. Secretary Amery to refer to the letter from this Department of the 27th October,* and to the previous correspondence in regard to your clients' claim to possess a Concession for the exploitation of certain substances in the Dead Sea.

2. Further legal advice has been taken in the matter. His Majesty's Government are advised that they are not bound either in International Law or in virtue of the Treaty of Lausanne to recognize this Concession, and they do not propose to recognize it. Further, His Majesty's Government are advised that in that case there is no property, right or interest which can be claimed to be restored to its original owners under the provisions of Article 65 of the Treaty of Lausanne.

3. Accordingly, Mr. Amery now holds himself free to deal on their merits with the applications for the grant of a Concession which have been received by the Crown Agents for the Colonies, without regard to the claims advanced on the strength of the alleged pre-war Concession.

I am, &c.,
J. E. SHUCKBURGH.

C. 6991/26.

No. 31.

MESSRS. WESTBURY PRESTON AND STAVRIDI to COLONIAL OFFICE.

12, Devonshire Square, Bishopsgate,

SIR, London, E.C.2, 26th March, 1926.

YOUR letter of the 9th instant† has now been carefully considered, and we must express our astonishment that you should consider this a report upon our case within the terms of the promise you made us in the interview which we had at the Colonial Office on the 12th August last. It will be remembered that you requested that we should be perfectly frank with you and we certainly understood that you would be equally open with us. Instead of which you content yourself with a mere declaration of your interpretation of this matter without the slightest attempt at argument and in fact in this declaration you do not appear to have made a single step beyond the correspondence which took place between us prior to the interview mentioned above. We do not think you will expect us to accept such an interpretation which is a collection of mere expressions of opinion or *obiter dicta* which in our view are quite valueless.

2. We should like to remind you that you suggested that we should submit a tender for the subject matter of this Concession in accordance with the public advertisement issued by the Crown Agents on behalf of the Palestine Government; and in another interview which took place on the 9th October last, in referring to this procedure, you admitted that "it was an offer of a golden bridge that might get us out of the difficulty of the deadlock." Keeping this in mind together with the terms of the undertaking which was given to us by your letter of the 27th October,‡ we do not see how Mr. Secretary Amery holds himself free to consider the application for the grant of a Concession without reference to our pre-war Concession.

3. You will not, of course, be surprised when we inform you that we most emphatically and entirely dissent from your view. Our clients possess the right to develop and exploit the mineral resources of the Dead Sea by virtue of the pre-war Concession to which you allude; and therefore the Colonial Office is prevented from granting a Concession to other persons which covers the terms of the grant which our clients possess. As we have already pointed out in the judgment of our legal advisers any such action on the part of the Colonial Office would clearly amount to the

* No. 22.

† No. 30.

‡ No. 22.

expropriation of the rights of our clients and we assure you that the terms of your letter under acknowledgment do nothing to lessen the strength of our opinion but rather to support it.

We have, &c.,
WESTBURY PRESTON AND STAVRIDIS.

C. 9354/26.

No. 32.

OFFICIAL SECRETARY, COMMONWEALTH OF AUSTRALIA to
DOMINIONS OFFICE.

[Answered by No. 35.]

SIR, Australia House, Strand, London, W.C.2, 29th April, 1926
I FORWARD herewith copy of a letter which has been received from Messrs. Westbury Preston and Stavridis, acting on behalf of Major J. Douglas Henry, who is an Australian subject, and shall be glad if you will kindly favour me with any comments which you may care to make before proceeding further in the matter.

I am, &c.,
M. L. SHEPHERD,
Official Secretary.

Enclosure in No. 32.

12, Devonshire Square, Bishopsgate,
London, E.C.2, 28th April, 1926.

SIR, WE desire to place before you a claim on the part of an Australian subject, Major J. Douglas Henry as part owner of a Concession giving the right to develop and exploit the mineral resources of the Dead Sea. This Concession was granted so long ago as 1912 to three Turkish subjects by Imperial Firman of the Turkish Government and gave to the Concessionnaires the power to evaporate the salts, especially the bromine by means of ponds and tanks to be set up on the north-western shore of the Dead Sea which would be situated in Palestine. In 1923 the Concession was duly assigned for value to certain clients of ours and Major Henry is one of the persons who is substantially interested in the assigned Concession. As you are aware this territory has been detached from Turkey and now forms part of Palestine, over which a mandate has been accepted by Great Britain. In consequence of the change of sovereignty we have been in communication with the Colonial Office of the Imperial Government for over a year and by correspondence and negotiation we have been endeavouring to obtain recognition from the British and Palestine Governments of the validity of this Concession.

So far as the correspondence is concerned we have been informed by letter dated the 10th July, 1925,* that His Majesty's Government did not recognize the Concession nor admit that our clients possessed any rights in respect thereof. In a reply dated the 28th July,† we pointed out that Great Britain was in the position of a Trustee acting on behalf of the League of Nations, and that it therefore was a matter which was peculiarly within the competence of the League to decide; that if the Concession is valid it should be maintained and that it necessarily conferred rights upon the Concessionnaires. Such rights depended upon the validity of the Concession and not upon the admission of the mandatory.

Since then we have had several interviews with various representatives of the Colonial Office and we found that the latter were exceedingly anxious to ascertain the legal grounds upon which we based our claim, and we pointed out that to disclose our argument in accordance with the principles of International Law and the Treaty of Peace between the Allied Powers and Turkey signed at Lausanne in July, 1923, was to bestow upon them a great advantage. We were induced, however, to discuss the position frankly by a promise on the part of the Colonial Office that they would be equally frank in putting forward their legal argument against us.

In the meantime the Palestine Government had issued an advertisement in the London Press calling for tenders for a Concession giving the right to win and market

* No. 17.

† Not printed.

the mineral resources of the Dead Sea. We then pointed out that if the Government gave such a Concession to anyone tendering under this advertisement they would be expropriating our clients from their rights.

This matter was discussed in one of the interviews and at the suggestion of the Colonial Office our clients sent in a tender in accordance with this advertisement. The invitation on the part of the Government to adopt this course was coupled with a written undertaking that our clients' rights should not be prejudiced in any way by putting in such a tender and furthermore it was suggested by them that this might very well be a golden bridge to get them out of the difficulty that had been created.

You can appreciate our surprise when we received a letter from the Colonial Office dated the 9th March, 1926,* which is a mere repetition of the letter of the 10th July, 1925,† referred to above. Our reply was dated the 26th March, 1926,‡ and as it clearly states the present position of the matter we enclose a copy. The Government has not yet come to a decision with regard to the tenders, although they have informed us that they have received a report from the High Commissioner.

It is abundantly clear that we have reached a point when it is necessary that some definite step should be taken and therefore as solicitors for your national, we beg to apply to you to know whether the Australian Government are prepared to ask for the matter to be brought before the International Tribunal at The Hague which we are advised they are entitled to do.

We may say that, if the Australian Government were not prepared to take this step, our clients have offered to submit the matter to the arbitration of some high legal authority in this country and, in case the Australian Government cannot see their way to ask that the matter be brought before the International Tribunal, they might, however, be prepared to claim, as they are entitled to do, that the matter which affects one of their nationals in such a material manner should be brought before such an Arbitral Tribunal as mentioned above.

We hold at your disposal any documents relating to the case that you may require and a copy of all the correspondence that has taken place with the Colonial Office. We are also prepared to submit to you, should you desire it, Counsel's opinion on the validity of our clients' claim.

We shall be glad if you will take up this matter without delay as we do not wish that a decision contrary to our clients' interests be taken by His Majesty's or the Palestine Governments which would make it incumbent upon our clients to claim damages in lieu of having the Concession recognized to them.

Our clients will, of course, hold themselves responsible for all costs that your Government finds it necessary to incur in order to bring this matter before a Judicial Tribunal.

We have, &c.,
WESTBURY PRESTON & STAVRIDIS.

The Official Secretary in Great Britain
to the Commonwealth of Australia,
Australia House,
Strand, W.C.2.

C. 9640/26.

No. 33.

MAJOR R. GLYN, M.P., to SIR J. E. SHUCKBURGH (COLONIAL OFFICE).

55, Seymour Street,
London, W.1, 3rd May, 1926.

DEAR SIR JOHN SHUCKBURGH,

MANY thanks for your letter of the 1st of May.§ Am I to gather from it that the number of preliminary difficulties you mention precludes any reply being, at the moment, given to my letter? I know that, in the absence of Mr. Ormsby Gore, the Secretary of State is overburdened with work of a routine character, but I do feel that this matter has dragged on for so long that it is not unreasonable to ask, either by means of a direct question in the House or by a further letter to your Department, what is the exact situation, because, if it turns out in the end that a group with foreign associations obtains the Concession, there would, I think, be considerable feeling in the House. The recollection of the Rutenberg Concession is still fairly strong there,

* No. 30.

† No. 17.

‡ No. 31.

§ Not printed.

although we all recognize that the Electricity Scheme under Mr. Rutenberg will be of great benefit to Palestine when it is actually inaugurated.

Yours, &c.,
RALPH GLYN.

As you know it was always understood that a decision would be made by the Colonial Office by March of this year.

C. 9354/26.

No. 34.

MEMORANDUM DATED 16TH MAY, 1926, ON THE DEAD SEA MINERALS CONCESSION.

THE existence of a pre-war Turkish Concession relating to the extraction of minerals from the Dead Sea first came to the knowledge of the Colonial Office in April, 1923, when a letter* was received from a Captain Godolphin Bennett, who was known to the Department by name as a person of dubious antecedents who had given the British military authorities in Turkey a good deal of trouble by fishing for concessions and other commercial advantages in the troubled waters then prevailing there. Captain Bennett's letter stated that he and his associates had acquired a Concession for the extraction of bromine and other salts from the waters of the Dead Sea, granted to three Turks Selah Jinjoz Bey, Suad Bey, and Jenab Shehabaddin Bey and dated 1st February, 1326/14 Sefer A.H. 1329 (=15th February, A.D. 1911, not, as stated in the letter, 1912). He asked whether His Majesty's Government recognized the Concession.

2. A letter† was returned stating that the Secretary of State had no knowledge of the Concession and asking for a copy of it. A photograph and translation of the Concession were received in June, 1923,‡ from which it appeared that the Concession was an exclusive one only in so far as concerned bromine and provided that the Concessionnaires should enter into the works area within 6 months and commence operations within 2 years of the date of the Concession.

3. In July, 1923,§ Captain Bennett was informed that it was improbable that the Concession would be recognized; he was, however, asked to furnish evidence—

- (a) that the Concessionnaires entered into possession of the works area within the prescribed period of six months;
- (b) that the Concessionnaires received formal dispensation from their obligation to commence work within the period of two years, and had fulfilled the other formalities prescribed by the Ordinance;
- (c) showing who the present holder of the Concession was and when he acquired it.

4. Shortly after the date of this letter the Treaty of Lausanne was signed, and among the instruments signed simultaneously with it was the Concessions Protocol. In due course the Secretary of State considered Captain Bennett's application in the light of that instrument and in December, 1923,|| after consulting the Foreign Office, caused Captain Bennett to be informed that the Concessions Protocol made no provision for the maintenance of the Concession and that in the circumstances His Majesty's Government did not propose to recognize it and did not desire the further information for which they had asked.

5. Nothing further happened for six months, but in July, 1924,¶ Mr. Ben Tillett, M.P., took up the matter with the Secretary of State (Mr. Thomas) and was informed of the Government's attitude in the matter. In October, 1924,** Major Burton Stewart (who had prompted Mr. Tillett's representations) wrote to the Secretary of State putting forward the contention that the Concession fell not under the Concessions Protocol, but under the provisions of Article 65 of the Treaty relating to "property, rights, and interests of Turkish nationals." He was informed that the Secretary of State did not admit this contention.

6. A further period elapsed and in May, 1925,†† the matter was reopened on behalf of Mr. Maitland Edwards (the father of a Colonel Maitland Edwards, who had been associated with Captain Bennett in various of his Turkish enterprises) by Westbury Preston and Stavridi, the firm of solicitors who had acted for Mr. Mavrommatis in his litigation with His Majesty's Government regarding the Jerusalem Light

and Water Concessions. This firm, as a result of their experience in the Mavrommatis case, appear to have come to the conclusion that pressure could best be brought upon His Majesty's Government to recognize pre-war Concessions by reference to the Permanent Court of International Justice at the Hague. The point was not mentioned in the early part of the correspondence, but the firm's experience in the Mavrommatis case was presumably the reason why they were brought into this case, and it may have been with the object of getting the matter to the International Court that a certain Major Henry, an Australian, who was not mentioned in the earlier part of the correspondence, was introduced into the case as one of the claimants. It is, however, fair to state that Major Henry was known to us in 1923 as an associate with Captain Bennett in various of his Turkish schemes. On receipt of the letter from Messrs. Westbury Preston and Stavridi it was decided to consult the Foreign Office and the Board of Trade and in consulting them the following statement of the Secretary of State's views of the legal position was put forward:

- (a) that where territory is detached by conquest, the conquering power, unless it voluntarily binds itself by treaty to take action of a specified kind, is completely at liberty to recognize or to refuse to recognize any Concessions granted by the conquered power in respect of the detached territory;
- (b) that where the Treaty of Peace contains provisions in respect of Concessions, those provisions are exclusive, and holders of Concessions which are not maintained by the terms of the Treaty cannot claim, nevertheless, that they are maintained by the general principles of International Law;
- (c) that the Concession in question does not fall within the class of concessions maintained by the Concessions Protocol, since although it was granted before the 29th of October, 1914, it was granted to Turkish and not Allied nationals;
- (d) that the transfer of the rights in the concession from Turkish to British nationals without the consent of His Majesty's Government, and at a time when the two countries were technically at war, cannot give it a validity which it would not otherwise possess;
- (e) that, for the reasons stated in (c), the concession is not maintained by the Concessions Protocol, and therefore cannot be regarded as an existing property, right, or interest the return of which to its original owners could be claimed under Article 65 of the Treaty.

8. The Foreign Office and Board of Trade concurred substantially in this statement of the position and Messrs. Westbury Preston and Stavridi were accordingly informed on the 10th of July, 1925,* that His Majesty's Government "did not recognize this Concession or admit that their clients possessed any right in respect thereof."

9. At this point Major Henry enlisted the support of Lieutenant-Colonel Hogben, a member of the staff of Australia House, and on the latter's initiative two or three conferences were held at the Colonial Office at which the matter was further discussed with Colonel Hogben, Major Henry, Sir John Stavridi, (of Westbury Preston and Stavridi) and Mr. Purchase, K.C., who had been Mr. Mavrommatis' junior Counsel at The Hague. In the course of these discussions the claimants pressed strongly that the case should be referred to some form of arbitration; but as they could not, or would not, disclose any substantial prima facie ground for compelling the Secretary of State to admit the validity of the claim their proposal was not accepted.

10. Meanwhile an announcement had been made in the public press stating that the Palestine Government were prepared to receive tenders for the grant of a Concession for the exploitation of the mineral resources of the Dead Sea, and it was suggested to Westbury Preston and Stavridi, as a possible way out of the difficulty, that their clients might make a tender for a Concession; the Secretary of State could not of course guarantee that it would be successful, but if it were the difficulty about the original Concession would automatically disappear. At the same time the Secretary of State undertook not to plead that the making of such a tender prejudiced in any way the claimant's position in respect of the pre-war Concession. This proposal, coupled with a formal reassertion of the Secretary of State's refusal to recognize the pre-war Concession, was made to the firm in a letter dated the 16th of September, 1925.†

11. Accordingly, Messrs. Westbury Preston and Stavridi put in a tender on behalf of their clients for a Concession to the Crown Agents before the 31st of October, the final date on which tenders were accepted. At the same time they lodged a formal protest against the grant of a Concession to any third party and further correspondence

* No. 1. † No. 2. ‡ No. 3. § No. 4. || No. 8. ¶ No. 9. ** No. 10. †† No. 12.

* No. 17

† No. 18.

and discussions ensued, as a result of which it was decided to refer the whole question to the Law Officers for their opinion on the validity of the pre-war Concession. The reference to the Law Officers, in the text of which the Foreign Office concurred, was made on the 16th of December, 1925.* On the 13th of January, 1926,† the Law Officers replied that they "agreed with the position taken up by the Government." In their opinion, the claimants had "no legal right against either His Majesty's Government or the Government of Palestine under the Concession referred to." They also stated that they were unable to advise regarding the attitude which the Courts of Palestine would take in the matter, but that they did not think that the claimants could successfully bring a claim before the English Courts or that the claim fell within the jurisdiction of the Arbitral Tribunal set up by the Treaty of Lausanne. As regards the Permanent Court of International Justice at the Hague, they pointed out that suits could be brought before this Court only by a Government, and, while expressing no definite opinion on the constitutional aspect of the matter, they did not think that the present Government of the Commonwealth of Australia would endeavour to assert such a right in the present case.

12. On the 9th of March,‡ Messrs. Westbury Preston and Stavridi were informed, with the concurrence of the Foreign Office, that the Secretary of State had taken further legal advice in the matter and was advised that His Majesty's Government were not bound either in International Law or in virtue of the Treaty of Lausanne to recognize the Concession and did not propose to recognize it, and further that the Secretary of State held himself free to deal on their merits with the various tenders which had been made irrespective of their clients' claims.

13. Messrs. Westbury Preston and Stavridi replied (26th March, 1926)§ in an indignant letter declining to accept the Secretary of State's view and alleging that the grant of a Concession to persons other than their clients would amount to "the expropriation of the rights" of the latter. They have since (28th April, 1926)|| written a long letter to the High Commissioner for the Commonwealth of Australia making a strongly *ex parte* statement of the matter and inquiring whether the Commonwealth Government would be prepared to take the matter to the Hague, or, failing that, to press for arbitration in England. This letter has now been officially forwarded by the High Commissioner to the Dominions Office, asking for the latter's comments "before proceeding further in the matter."

14. It may be convenient to close this memorandum with a short summary of the position as it appears to us:—

- (a) The Secretary of State has never received definite evidence that the Concession when it was granted in 1911 was a valid Concession, but it is reasonable to suppose that it was.
- (b) The Secretary of State has never received evidence that the Concession did not lapse during the first two years of its existence owing to non-fulfilment of conditions and the balance of probability is that it did so lapse.
- (c) If the Concession was still a valid one at the outbreak of the war it was possessed at that time by Turkish nationals and is therefore not maintained by the Concessions Protocol appended to the Treaty of Lausanne.
- (d) The fact that it was acquired during the Armistice by British subjects, if it was legally so acquired, does not bring it within the terms of the Concessions Protocol.
- (e) It is doubtful, to put the matter no higher, whether it was legal for British subjects to acquire rights under such a Concession at the time when they acquired them.
- (f) If the Concession is not maintained by the terms of the Concessions Protocol, then the matter is one at the absolute discretion of His Majesty's Government.
- (g) Even if the Concession were valid and had to be recognized by His Majesty's Government it is exclusive only in so far as concerns bromine, and even in the case of bromine is exclusive only in the sense that if other operators obtain bromine in the course of their operations they must either sell it to the Concessionnaires or return it to the waters of the Dead Sea.

Colonial Office,
16th May, 1926.

* No. 26. † No. 27. ‡ No. 30. § No. 31. || Enclosure in No. 32.

C. 9354/26.

No. 35.

DOMINIONS OFFICE to OFFICIAL SECRETARY, COMMONWEALTH OF AUSTRALIA.

[Answered by No. 37.]

SIR,

Downing Street, 15th June, 1926.

I AM directed by Mr. Secretary Amery to refer to your letter of the 29th of April,* enclosing a copy of a letter from Messrs. Westbury Preston and Stavridi, regarding the claim advanced by Major J. Douglas Henry in respect of rights to a Concession granted by the Ottoman Government in 1911 to certain Turkish subjects for the exploitation of certain substances in the Dead Sea.

2. I am to inform you that the legal aspects of this case have been considered very carefully on many occasions, and legal opinion of the highest authority has been taken in regard to it. His Majesty's Government are advised that they are not bound, either in International Law, or in virtue of the Treaty of Lausanne, to recognize a Concession which was granted by the Turkish Government to Turkish subjects before the war in respect of territory since detached from the Ottoman Empire; and further, that there is no property, right, or interest arising out of the Concession which can be claimed to be restored to its original owners under the provisions of Article 65 of the Treaty of Lausanne.

3. In these circumstances, His Majesty's Government are unable to accord any recognition to Major Henry's claims.

4. It should be added that the existence of the Turkish Concession was first brought to the notice of His Majesty's Government in 1923 by Captain J. G. Bennett, who then claimed to have acquired the rights of the original Turkish Concessionnaires. Captain Bennett was definitely informed by letter dated the 14th December, 1923,† that His Majesty's Government did not propose to recognize the Concession. Any person to whom Captain Bennett's interests may have been transferred subsequently to that date must be presumed to have been aware of the decision of His Majesty's Government in regard to the Concession.

I am, &c.,

C. T. DAVIS

C. 9354/26.

No. 36.

MR. L. S. AMERY (DOMINIONS OFFICE) to

SIR J. COOK (HIGH COMMISSIONER FOR THE COMMONWEALTH OF AUSTRALIA).

MY DEAR COOK,

Downing Street, 15th June, 1926.

A LETTER‡ is being sent to your Office containing the reply to the Official Secretary's letter of the 29th April* about the Dead Sea Concession.

I have no objection to the letter being communicated to the firm of lawyers who approached you on behalf of Major Henry, but I should like to supplement it by drawing your attention to the points of principle involved.

In the first place, I notice that you are asked to accept the view that the matter is one which can properly be referred by the Commonwealth Government to the Permanent Court of International Justice. Article 14 of the Covenant provides that this Court shall be competent to hear and determine any dispute of an *international* character which the parties thereto submit to it, and Article 34 of the Statute, constituting the Court, provides that only States or Members of the League of Nations can be parties in cases before the Court. You will appreciate that even if the Commonwealth Government were to take up Major Henry's case, we could not agree that the matter is justiciable by the Permanent Court. Our view is that the Covenant of the League of Nations and instruments negotiated under the auspices of the League do not in any way regulate the relations of the various parts of the Empire *inter se*, and

* No. 32.

† No. 8.

‡ No. 35.

you are aware of the importance which some of the Dominions, at any rate no less than ourselves, attach to the principle of excluding domestic issues from the purview of the League and the Court.

I cannot, however, believe that the Commonwealth Government would, in fact, wish to associate themselves with the claim. The case is not one in which we are singling out an Australian for differential treatment, and I could not suppose that if the position were reversed and some Englishman were to find himself interested in a similar matter falling to be dealt with by the Commonwealth Government, the Commonwealth Government would regard it as reasonable that His Majesty's Government should intervene on his behalf. Moreover, it so happens that, before we determine our general policy with regard to the treatment of Concessions in Mandated territory, we consulted the Commonwealth Government and obtained their concurrence in the principle that the Mandatory Governments should reserve their right to decline to recognize any Concession, whether in whole, or in part, unless, having regard to its nature and extent, they were satisfied that substantial work and expenditure had been involved in connexion therewith. The Japanese Government were in fact informed in reply to an inquiry that this was the policy of the Commonwealth Government. The Concession now in question falls within this principle, as nothing was done under it after it was granted between the date of the grant in 1911 and the date of our occupation. I might add that the Union Government dealt very drastically with Concessions held by a British Company in South West Africa, and that we did not in any way question their discretion.

In the circumstances, I trust that you will not lend your support to the claim and that you will find it possible to tell Major Henry's lawyers that you cannot intervene.

Yours, &c.,
L. S. AMERY.

C. 13655/26.

No. 37.

OFFICIAL SECRETARY (COMMONWEALTH OF AUSTRALIA) to DOMINIONS OFFICE.

Australia House, Strand,
London, W.C.2, 7th July, 1926.
SIR,
WITH reference to your letter of the 15th June,* relative to a claim by Major J. Douglas Henry in respect of his part-ownership of a Dead Sea Concession, I have to advise you that the contents of your letter have been shown to Messrs. Westbury Preston and Stavridi, who have replied in the terms of the attached copy.

Messrs. Westbury Preston and Stavridi have been informed that the High Commissioner is unable to take any action in the matter, and that if they wish to do so, their best course would be to communicate direct with the Commonwealth Government.

I am, &c.,
M. L. SHEPHERD,
Official Secretary.

Enclosure in No. 37.

12, Devonshire Square, Bishopsgate,
London, E.C.2, 28th June, 1926.
SIR,
WE are much obliged to you for forwarding a copy of a letter you have received from the Colonial Office dated the 15th June,* which we understand you do with the permission of the Colonial Office.

We notice that the Colonial Office in dealing with the Concession by virtue of which our clients claim to have the right to exploit the salts of the Dead Sea do not carry the history beyond 1923. They do not point out that since then we have been in negotiation with the Colonial Office and by correspondence and other means have endeavoured to bring about an exchange of views upon the legal aspect of the matter. May we point out that we quite frankly placed our position before the Colonial Office, and one of our complaints against that Department is that, although we did this they

* No. 35.

have consistently refused to be equally frank with us. Another fact which they ignore is that our clients have recently put in a tender for the Concession upon the express understanding that it should in no way prejudice their rights under the Concession.

All that we have received from the Colonial Office is the statement that our clients did not possess any rights either by International Law or by the Treaty of Lausanne. We most respectfully differ from the Government, and since we have taken the opinion of one of the most eminent international jurists of the day, we fail to see that there is any right inherent in the opinion they have taken which given to them the power to refuse to recognize the Concessions. If we wished to find anything to support our view that we are entitled to continue to differ from them it might be found in the course of negotiations over the Mavrommatis cause [? case]. In that case the Colonial Office maintained that our client only possessed a right under a certain clause in the Concessions Protocol of the Treaty of Lausanne by which he could ask the Imperial Government to cancel his Concessions and to pay his out-of-pocket expenses. We maintained on his behalf that he had full right to his Concessions, and this was upheld by the Hague Tribunal, although the British Government resisted him both upon the question of the jurisdiction of the Hague Tribunal to deal with such a matter, and also upon the merits of the case. The Permanent Court of International Justice held that the dispute came within its jurisdiction, and when the merits of the case were argued against the British Government at a subsequent sitting the Court held unanimously that the contention of the Law Officers of His Majesty was unsound and that our client was entitled to his Concessions. We proved the justice of our client's claim, despite the fact that the British Government considered the legal aspects of the case very carefully and legal opinion of the highest authority had been taken in regard to it. With this in mind we do not feel convinced by the mere repetition of statements of opinion such as are incorporated in paragraph 2 of the letter of the 15th June.* In view of this, paragraph 3 of the letter becomes a *non sequitur*.

If we may respectfully say so, we think that paragraph 4 is merely begging the question. The matter is not settled by a decision of the Government in regard to the Concession. It stands or falls by reason of its legal rights, and so far as these are concerned we have no hesitation whatever in most profoundly differing from the Government in their view of the legal position.

We are, &c.,
WESTBURY PRESTON AND STAVRIDIS.
The Official Secretary,
Commonwealth of Australia,
Strand, W.C.2.

C. 44484/27 [No. 1].

No. 38.

MESSRS. MONTAGU'S AND COX AND CARDALE to COLONIAL OFFICE.

[Answered by No. 39.]

86 and 88, Queen Victoria Street,
London, E.C.4, 6th May, 1927.
SIR,
YOUR letter of the 12th April, 1927,† addressed to our clients, Major Douglas Henry and Mr. W. Maitland Edwards, has been handed to us, and its terms, together with the letter of the 22nd April, 1927,† from the Crown Agents for the Colonies addressed to Mr. R. B. Solomon of this firm, have been carefully considered.

We note that all applicants for the Concession, except Messrs. Novomeysky and Tulloch, have received identical letters informing them that their applications have been unsuccessful, and it would consequently appear that our clients' application has been considered on precisely the same lines as those of other applicants, in spite of the special circumstances under which our clients' tender was submitted.

We wish to remind you that our clients are the owners of a pre-war Concession, and that they have always maintained and still maintain that this pre-war Concession is a valid one and that it binds His Majesty's Government.

Our clients brought this matter to your notice many months ago, and after protracted negotiations and lengthy correspondence an arrangement was reached on the suggestion of your Department that our clients should submit a tender for a Concession for the exploitation of the salts of the Dead Sea.

* No. 35.

† Not printed.

In order to assist the Government, our clients fell in with this suggestion and submitted a tender, but it was distinctly understood that such application was made without prejudice to their legal claims under the pre-war Concession (letter dated 27th October, 1925,* from the Under-Secretary of State for the Colonies and reply on our clients' behalf).

It is only necessary for us to state the character of the settlement to show that the position of our clients was one which entitled them to the most favourable treatment when the tenders were fully considered, and inasmuch as it was at the special instance of the Colonial Office that our clients consented to delay matters in order to reach this concordat, we feel that our clients are entitled to ask for some explanation of the letters now acknowledged, which would appear to be in the nature of a summary denial of our clients' rights, especially as it is now within our clients' knowledge that their tender does not differ substantially from that put forward by Messrs. Novomeysky and Tulloch, and in any case could be adapted to meet the reasonable views of the Colonial Office.

The letters referred to would also appear completely to ignore the history of these negotiations, and especially a representation which was made to our clients that they should seek to bring about a merger of their application with that put forward by Messrs. Novomeysky and Tulloch. This meant further negotiations of a very delicate character, but ultimately an agreement was reached, and in a letter dated 31st December, 1926,† our clients informed you that their tender might be read in conjunction with the tender of Messrs. Novomeysky and Tulloch, and a letter of approximately the same date was sent to you by the Solicitors for Messrs. Novomeysky and Tulloch to the effect that they had reached in principle an agreement to act together with our clients in the matter of a Concession. Are we to understand that it is this merged tender which is to be accepted, and that our clients will be associated with this Concession? If this is not the case, we are instructed to give you notice that our clients maintain their claim to the pre-war Concession, and adhere to their submission that it is a valid and binding contract which must be recognized by His Majesty's Government. In doing so, we have respectfully to point out that in order to arrive at an amicable settlement of this dispute and to fall in as far as possible with the views of the Colonial Office, our clients have been to considerable expense in preparing their tender and have wasted over fifteen months while the applications have been considered.

As there would appear to be considerable misunderstanding and confusion regarding our clients' attitude and position in this matter, our clients desire us to hold ourselves completely at your disposal to wait on you, should you consider an interview desirable for the elucidation of what has taken place during the last few months, and for the placing before you in greater detail of our clients' point of view and position in the matter of this Concession.

Yours, &c.,
MONTAGU'S AND COX AND CARDALE.

C 44484/27 [No. 4].

No. 39.

COLONIAL OFFICE to MESSRS. MONTAGU'S AND COX AND CARDALE.

[Answered by No. 40.]

GENTLEMEN,

Downing Street, 2nd June, 1927.

I AM directed by Mr. Secretary Amery to refer to your letter of the 6th of May,‡ on the subject of the application submitted by your clients, Major D. Henry and Mr. W. M. Edwards, for the grant to them of the proposed Concession for the extraction of salts from the Dead Sea. The question of the claim of these two gentlemen to possess a pre-war Concession for the exploration of certain substances in the Dead Sea has already received Mr. Amery's consideration, and I am to quote for your information the following extract from a letter which was addressed by this Department on the 9th of March, 1926,§ to Messrs. Westbury Preston and Stavridi, who were then acting as solicitors for Major Henry and Mr. Edwards:—

"Further legal advice has been taken in the matter. His Majesty's Government are advised that they are not bound either in International Law or in virtue of the Treaty of Lausanne to recognize this Concession, and they do not propose

* No. 22. † Not printed. ‡ No. 38. § No. 30.

to recognize it. Further, His Majesty's Government are advised that in that case there is no property, right, or interest which can be claimed to be restored to its original owners under the provisions of Article 65 of the Treaty of Lausanne.

Accordingly, Mr. Amery now holds himself free to deal on their merits with the applications for the grant of a Concession which have been received by the Crown Agents for the Colonies, without regard to the claims advanced on the strength of the alleged pre-war Concession."

2. I am to state that Mr. Amery has nothing to add to the above statement of the attitude of His Majesty's Government towards the claim made by your clients, except that, after consideration on their merits of all the applications submitted for the grant of the Dead Sea Salts Concession, the High Commissioner for Palestine decided to enter upon negotiations with Mr. Novomeysky and Major Tulloch.

3. As regards the penultimate paragraph of your letter, I am to point out that the applications submitted to the Crown Agents for the Colonies by your clients and by Mr. Novomeysky and Major Tulloch were separate, and in different terms. The acceptance applies only to the application submitted by Mr. Novomeysky and Major Tulloch.

4. In these circumstances Mr. Amery does not consider that any useful purpose would be served by an interview on this question.

I am, &c.,
J. E. SHUCKBURGH.

C. 44484/27 [No. 8].

No. 40.

MESSRS. MONTAGU'S AND COX AND CARDALE to COLONIAL OFFICE.

[Answered by No. 41.]

86 and 88, Queen Victoria Street,

London, E.C.4, 23rd June, 1927.

SIR,

WE are in receipt of your letter of the 2nd June.* We were well aware when we wrote to you on 6th May, 1927,† of the letter from your Department dated 9th March, 1926,‡ addressed to Messrs. Westbury Preston and Stavridi to the effect that His Majesty's Government had been advised that they were not bound to recognize the pre-war Concession. This letter merely repeated what had been said so often before, notably at conferences in August 1925, by Mr. Young and Mr. Bushe, and it may be assumed that the Crown Agents would not have proceeded to invite tenders for the Concession had His Majesty's Government not been advised in this fashion. We would refer you to the reply to your letter dated 26th March, 1926,§ from which we quote the following "you content yourself with a mere declaration of your interpretation of this matter without the slightest attempt at argument."

Our clients have maintained all along that the advice received by His Majesty's Government was based on insufficient knowledge, and, as you know our clients' advisers—who may be presumed to know considerably more concerning the origin and circumstances of the pre-war Concession than His Majesty's Government—are, without exception, of the firm opinion that the Concession can be upheld.

This conflict of opinion has existed practically all along, and was by no means first expressed in the letter of 9th March, 1926.‡

In 1925 attempts were made to find a way out of the deadlock.

First, our clients were invited to state the legal grounds upon which they rested their case.

Conferences took place, but inasmuch as you were unwilling to state the legal grounds upon which His Majesty's Government was being advised to negative our clients' rights, our clients could not see their way to disclose their case.

The next attempt to avoid the deadlock was the suggestion by your Department that our clients should put in a tender.

This was urged on our clients so long ago as August, 1925. Our clients were then pressed to put in a tender, and were promised that "it would not lead to delay" and that their claims would not be prejudiced.

Our clients were naturally unwilling to tender in competition with others, and great persuasion was brought to bear on them; for instance, on the 1st October, 1925,

* No. 39.

† No. 38.

‡ No. 30.

§ No. 31.

Mr. Bushe said "if there are two tenders—yours and another—yours would receive more favourable consideration if there was not an enormous difference between them."

On the 9th October, 1925, there was another conference between the parties, and Mr. Young described the proposal "as a golden bridge" and as "an end to the deadlock."

Eventually our clients were persuaded to put in a tender without prejudice to their claims.

In spite of the promise that this step would not lead to delay, no progress was made in 1925 (although the tender was in by the end of October), and our clients, in common with other tenderers, were left without a definite decision.

The following year as the months went by our clients began to regret that they had been induced to put in a tender, for the delay was becoming serious, but there then began a series of attempts to bring about a merger or association of interests between our clients and others interested in the Concession.

They were instigated by your Department through Major Glyn, M.P., who explained that your task in dealing with the Concession would be simplified if our clients joined up with another group.

On or about 27th October, 1926, our clients were invited to tender again, either alone or "in association with others," and the inference was clear in the light of Major Glyn's suggestion. A considerable time had already been spent in exploring the possibilities of an association of tenderers, but it was not until the last day of the year—over fifteen months from the date of the interview at which our clients had been promised that if they tendered there would be no delay—that a definite arrangement was arrived at with the Novomeysky group.

On the 30th December, 1926, accordingly, our clients submitted another tender, and at the same time informed the Crown Agents that they supported in general the terms of the Novomeysky tender so that both tenders might be read in conjunction, and the solicitors for the Novomeysky group informed you that their clients "had reached in principle an agreement with Major Henry to act together in the matter of a Concession."

By this time, therefore, your Department had managed to persuade our clients—

- (a) not, for the time being, to resort to legal means to enforce their claim;
- (b) to tender in competition with others; and
- (c) to associate with another group;

and you will no doubt admit that in falling in with these suggestions—not a single one of which was palatable—our clients had manifested a most conciliatory spirit and had done their utmost to meet the wishes of your Department in its embarrassing position.

We submit, therefore, that our clients should not have been completely ignored, in the light of the direct and indirect assurances conveyed to them, and we maintain that they have been induced by such assurances to take steps which have caused delay and expense to which they should never have been subjected.

At the end of this long period of time they find themselves where they started, and the deadlock is once again complete. The golden bridge has disappeared into thin air, as also the assurance that our clients' tender would be considered at least as favourably as others.

But our clients' causes for complaint go further.

When invited to tender they understood that the ordinary practice would be followed—namely, that the tenders would be examined and the Concession granted to a selected tenderer.

Our clients understand that this has not taken place. In effect, all tenders have been rejected, but your Department has opened up negotiations with one of the tenderers in an attempt to make him modify his tender. The invitation to tender in such circumstances was a farce, and we submit that your Department in dealing with the matter in this manner has departed from the ordinary practice and is not acting fairly to other tenderers.

We have thought it right to remind you of the above facts and to convey to you our clients' keen disappointment at the manner in which they have been treated in case your Department has not yet said its final word, but the purpose of our letter is to give you notice—

- (a) that our clients will seek to enforce the pre-war Concession before such tribunal as they may be advised and without further delay;
- (b) that our clients' claim is not confined to a Concession for the extraction of bromine, but relates equally to common salt and all other salts from the Dead Sea waters;

- (c) that their claim extends to the sole right to construct evaporation ponds and tanks and works and buildings on a site on the north-west of the Dead Sea as shown on a map annexed to the Concession;
- (d) that any dealing with the rights covered by the pre-war Concession will be deemed by our clients an infringement of their rights; and
- (e) that for such an expropriation of our clients' rights our clients will be seeking damages.

We have reason to think that our clients' rights have already been infringed, but at any rate we are instructed to ask your Department for an assurance that no structure of a nature within (c) above will be allowed to remain or will be erected on the area indicated pending legal decision on the rights of our clients.

This letter is written without prejudice to our clients' rights against Mr. Novomeysky and Major Tulloch in the event of your Department completing arrangements with them which lead to the grant of a Concession.

We are, &c.,

MONTAGU'S AND COX AND CARDALE.

C. 44484/27 [No. 10].

No. 41.

COLONIAL OFFICE to MESSRS. MONTAGU'S AND COX AND CARDALE.

[Answered by No. 42.]

GENTLEMEN,

Downing Street, 18th July, 1927.

I AM directed by Mr. Secretary Amery to acknowledge the receipt of your letter of the 23rd of June,* relative to the claims of your clients, Major D. Henry and Mr. W. M. Edwards, to possess a pre-war Concession for the exploitation of certain substances in the Dead Sea. Mr. Amery notes the view taken by your clients in this matter; but he has nothing to add to the letter from this Department of the 2nd of June,† and he is not prepared to give the assurance for which you ask in the penultimate paragraph of your letter under reply.

2. While the Secretary of State is not prepared to discuss in detail the various matters raised in your letter he wishes to make it clear that—

- (1) he does not admit the accuracy of the statements attributed in your letter to certain members of this Department; and
- (2) the negotiations for an amalgamation of tenderers were undertaken by Major Glyn on his own initiative and not at the instance of Mr. Amery.

I am, &c.,

J. E. SHUCKBURGH.

C. 44484/27 [No. 16].

No. 42.

MESSRS. MONTAGU'S AND COX AND CARDALE to COLONIAL OFFICE.

[Answered by No. 44.]

86 and 88, Queen Victoria Street,

SIR.

London, E.C.4, 18th October, 1927.

Your letter of the 18th July,‡ with reference to the Dead Sea Concession possessed by our clients, reached us a few days before the long vacation. We must confess to great surprise at its contents and in particular the statement in paragraph 2 (2) that Major Glyn acted on his own initiative during the negotiations for a settlement of differences by an amalgamation of tenderers.

Our clients are extremely disappointed that their efforts to reach an agreement with the Colonial Office have been so unsuccessful, especially as they have been led to expect a satisfactory result during the negotiations that have now occupied two years. We, therefore, advise you that our clients are completing arrangements for

* No. 40.

† No. 39.

‡ No. 41.

bringing this matter before the Permanent Court of International Justice in order to secure recognition of, and to enforce, the pre-war Concession.

As various notices have appeared in the Press that it is intended to grant a Concession for the exploitation of the salts of the Dead Sea to persons other than our clients, and other than the parties who were induced to tender for this Concession in accordance with the public invitation issued in the spring of 1925, we desire to draw your attention to the "purpose" of our last letter dated the 23rd June* as shown under (a) to (e), and to advise that any such grant will be considered by our clients as an expropriation of their rights for which they will claim damages.

We are, &c.,
MONTAGU'S AND COX AND CARDALE.

C. 44484/27 [No. 17].

No. 43.

MESSRS. MONTAGU'S AND COX AND CARDALE to COLONIAL OFFICE.

[Answered by No. 44.]

86 and 88, Queen Victoria Street,
London, E.C.4, 29th October, 1927.

SIR,

WE desire to confirm our letter of the 18th October,† with reference to the Dead Sea Concession. We gather from various paragraphs in the Press that a Concession for the Dead Sea is enjoying the attention of His Majesty's Government, and as some of the non-English associates of our clients are expected to be in England early next week, our clients would be glad of an opportunity of meeting you in order to judge for themselves if there is the slightest possibility of arranging a settlement between His Majesty's Government and our clients with reference to this matter which shall be favourable to all parties. As this is likely to be an important meeting, those interested in the pre-war Concession desire that Counsel as well as the respective solicitors may be present.

We should esteem it a great favour if you would let us know whether we can make arrangements for such an interview at an hour which will suit your convenience, and which we hope will be one day early next week, as the person specially concerned is anxious to return to his country without delay.

We are, &c.,
MONTAGU'S AND COX AND CARDALE.

C. 44484/27 [No. 18].

No. 44.

COLONIAL OFFICE to MESSRS. MONTAGU'S AND COX AND CARDALE.

GENTLEMEN,

Downing Street, 1st November, 1927.

I AM directed by Mr. Secretary Amery to acknowledge the receipt of your letters of the 18th and 29th of October,‡ relative to the claims of your clients to possess a pre-war Concession for the extraction of bromides and other salts from the Dead Sea.

2. As regards your letter of the 29th of October in which you say that your clients desire to have an opportunity of judging for themselves if there is the slightest possibility of arranging a settlement with regard to this matter, and request that an interview should be arranged for this purpose, I am to inform you that, while the Secretary of State has nothing to add to the letter from this Department of the 18th of July,§ he has no objection to your clients calling at this Office as you propose.

4. I am to suggest that your clients should call at 11.30 a.m. on Thursday the 3rd of November.

I am, &c.,
J. E. SHUCKBURGH.

* No. 40.

† No. 42.

‡ Nos. 42 and 43.

§ No. 41.

C. 44484/27 [No. 23].

No. 45.

NOTES OF A MEETING HELD AT THE COLONIAL OFFICE ON THE
3RD NOVEMBER, 1927, RELATIVE TO THE DEAD SEA CONCESSION.

Present :

MR. H. PURCHASE,
M. DU HAMEL,
SIR J. STAVRIDIS,
MR. R. B. SOLOMON,
MR. K. VACCHA,
M. DE BOUILLAY,
MR. A. J. HARDING (in the Chair),
MR. BUSHE,
MR. ROBINSON,

} Colonial Office.

MR. PURCHASE opened the meeting by introducing the parties. He then stated that there was a shorthand writer present, and inquired whether there was any objection to his taking a note of the proceedings.

MR. HARDING : I do not think so

There ensued a short discussion regarding this matter, and it was agreed that a note of the transcript should be submitted to the Colonial Office.

MR. HARDING : May I ask in the first instance, so that there will be no misunderstanding, whether the proceedings at this discussion are to be regarded as without prejudice.

MR. PURCHASE : What exactly do you mean?

MR. HARDING : Surely it is a well understood term.

MR. PURCHASE : Well, without prejudice is rather ambiguous. May I say that they are confidential?

MR. BUSHE : We regard "without prejudice" as even more convenient.

MR. PURCHASE : As a lawyer I am afraid I don't. Shall we say that for the purpose of the Colonial Office it is "without prejudice," but for our purpose "it is confidential." There are certain limitations with regard to the doctrine of without prejudice, but if you ask us whether anything which occurs at this meeting shall be produced in any way with a case connected with this matter, we say decidedly "No," and we trust that this is sufficient.

SIR J. STAVRIDIS : I suggest that the meeting takes place, and that afterwards you should inform us whether you desire it to be treated as without prejudice or not. The conversation may be of such a general nature that you may say "We don't care whether you do or not." We leave it to you.

MR. PURCHASE : So far as we are concerned we want it to be "confidential," but if you do not wish us to disclose—

It was agreed to deal with the matter as Sir J. Stavridis suggested.

MR. PURCHASE : May I deal with one or two facts, not in any controversial spirit. We notice that there are certain paragraphs in the newspapers which suggest that the Government is considering a contract for the extraction and exploitation of the salts of the Dead Sea. For some time I have had the privilege of representing certain parties who hold an Imperial Firman which conferred a Concession from the Turkish Government to certain people, and this matter was brought before the Colonial Office. There was correspondence, which was carried on for something like two years, which dealt with the matter, and then at the suggestion of the Colonial Office the persons whom I represented were induced to offer a tender for this work of extracting and exploiting the salts of the Dead Sea in Palestine and Trans-Jordania.

While arrangements were being put in hand, there was subsequently a suggestion by the Colonial Office that there should be an amalgamation or association of tenderers for this purpose. The only point which I wish to make with regard to that little piece of history is that throughout the negotiations in no sense did my clients, who were tendering, interfere with or prejudice their rights under the pre-war Concession—such as they may have been.

(The Chairman nodded his head.)

M. de Bouillay is a French national, who is associated with a powerful commercial and financial French Group, who are quite prepared to work this Concession. They have the finance which enables them to say that they are capable of operating the

Concession, and they are also prepared to place on the market a large annual supply of potash. Now, M. de Bouillay is anxious that this matter should be put before a tribunal as early as possible for the purpose of securing a judicial decision upon the validity of this Concession, but he thought it only courteous to place his position before the Colonial Office, and the object of this little conference is to ascertain whether the Colonial Office is in any way prepared to recognize his pre-war Concession.

MR. HARDING: In reply I think I can only refer to the repeated refusals of the Government to recognize the Concession.

MR. PURCHASE: And does no change in the attitude of the Colonial Office occur?

MR. HARDING: You were informed as late as 1st of November that the Secretary of State had nothing to add to the previous communications in which you were informed that the Government was not prepared to recognize the Concession.

MR. PURCHASE: Is that all you have to say?

MR. HARDING: I think I may also say that we have never heard definitely explained the grounds on which the persons who claimed the Concession a couple of years ago claim that the Concession was entitled to recognition by the Government.

MR. PURCHASE: I think that we have placed our grounds clearly before the Government in the course of interviews and correspondence. As a matter of fact we were induced to do so, on the understanding that they in their turn would place their grounds for their refusal (if they had any) before us, and as far as I know, bearing in mind the notes of interviews and as regards the correspondence, the Colonial Office has not kept its promise.

MR. HARDING: I cannot speak from personal knowledge, as I was not in the matter at that time, but there are records which show I think that the boot is on the leg on which I placed it, because at a meeting (here there was a short discussion between Sir J. Stavrudi, Mr. Harding, and Mr. Bushe regarding a meeting which took place in August, 1925) the grounds on which the Colonial Office denied any obligation to recognize the Concession were fairly fully explained, and we could not obtain from the other side any definite grounds on which they claimed that our claim was wrong.

MR. PURCHASE: I think we had placed the matter fully before the Department, but I have no recollection of the Colonial Office placing their grounds for refusal before us, and we sent a letter in which we complained that we had not heard the objections.

MR. HARDING: Do I understand that your complaint is that our grounds were not stated in writing?

A short discussion ensued regarding a meeting in August and a meeting in October, 1925.

MR. HARDING: That (i.e., the October interview) is the interview at which the grounds of objection were most fully explained.

SIR J. STAVRIDI: I explained the grounds on which we based our claim, but I don't think that if you go through the notes of the interview any reasons were given to me why the Colonial Office refused.

MR. BUSHE: Major Young and I pointed out that in their view the question was based on the Concessions Protocol attached to the Treaty of Lausanne, which laid down the various types of concessions that were to be continued but did not include this Concession.

SIR JOHN STAVRIDI: This being the case, International Law would apply.

MR. BUSHE: We considered that the Treaty and the Concessions Protocol were conclusive and exhaustive in so far as Concessions were concerned. It is agreed on all sides that the Concession was granted to Turkish nationals. I do not know whether you deny this—that the Treaty of Lausanne does not provide for the maintenance of such Concessions.

MR. PURCHASE: We don't agree with that.

MR. BUSHE: Can you tell us which Article provides for such maintenance.

MR. PURCHASE: I think, Mr. Chairman, if you look all through the correspondence and papers dealing with the matter, we placed our cards on the table very fully.

MR. HARDING: I don't think you have. The essential thing is:—Do you claim that the Government is under an obligation to recognize the Concession. Do you claim that it is under an obligation by virtue of the Treaty of Lausanne or by International Law, or is it the two together?

MR. PURCHASE: Yes.

MR. BUSHE: We have asked you several times under what clause of the Treaty you base your claim, and so far we have never had any reply.

SIR J. STAVRIDI: I think that in the interviews I had with the Department I put the whole cards on the table, and, unless I am much mistaken, a précis of the meeting

in August, 1925, made immediately after the interview, was forwarded to you by Australia House (either the High Commissioner with whom we were dealing, or Colonel Hogben, told me he had handed you a copy of my précis), and I think in those interviews we gave you absolutely all the grounds we had for claiming that we were entitled to this Concession.

A short discussion ensued as to whether the complaints were made (that the Colonial Office had not disclosed their grounds for refusal) before these two interviews.

MR. HARDING: That is considerably later than this.

SIR J. STAVRIDI: In the interview of October I complained rather bitterly that I had not received any answer.

SIR JOHN STAVRIDI then proceeded to read out a note of the interview in October, 1925.

MR. HARDING: Do you claim then, that this statement which Mr. Bushe made to you is incorrect, and is it complained that the grounds for refusal have not yet been fully stated by this office in writing.

MR. PURCHASE: The Colonial Office was contented with a mere formula, "We do not recognize this Concession," and this has been continually repeated. From the point of view of law there has been no attempt at explaining why the Government does not recognize it.

MR. HARDING: Is your point that the Government has not explained why they are not bound to recognize it or is your point that they have not explained it in writing?

MR. PURCHASE: Our complaint is that the Government has not recognized this pre-war Concession. You tell me the attitude of the Colonial Office has not changed, and all that I wish is that we may have that in writing or have an opportunity of referring to it, so that we can show that the Colonial Office attitude is that they will not recognize it.

MR. HARDING: The point is, I think, that so far as your side is concerned, you have not produced to the Colonial Office any reason to show them why they should recognize it.

MR. PURCHASE: Rather late—after 2 years—for the Colonial Office to take that attitude now.

MR. HARDING: We have taken it all along.

SIR J. STAVRIDI: No, no.

MR. HARDING: No reason having been advanced to show that the Government were bound to recognize it (Sir John Stavrudi and Mr. Purchase both interjected remarks) we declined to recognize it.

MR. PURCHASE: That is not fair. We have done our best to place our position before the Colonial Office, without entering into legal grounds, or the Treaty of Lausanne or International Law. We have put our claim before the Colonial Office, and we feel, rightly or wrongly, that the Colonial Office never attempted to deal with the matter in the candid way we did. But that is not the point. We wish to know whether there is any change in the attitude of the Colonial Office. I should have imagined that the real attitude (which was suggested by you, Mr. Chairman, as being the attitude of the Colonial Office all along) cannot be said to have been consistent, because it was at the request of the Colonial Office that we sent in this tender, and the only reason for this tender, or the suggestion that there should be an association of tenders, was that a concordat should be reached on the whole matter.

MR. BUSHE: The position was that we told you over and over again that we did not recognize this Concession. All we said to you was "Why don't you tender. For all you know, you may get the Concession." You said you could not do it, and we said "Tender without prejudice to your case." "Tender like other people, and it won't affect your rights." And you tendered and you lost. There was no question of settling.

MR. PURCHASE: When I say concordat I mean an attempt to come to an arrangement. But you went further, because you told us that this association of tenderers was to be a golden bridge. The phrase is frequently used and may be taken as showing the intention of the Colonial Office.

MR. HARDING: It might possibly have been regarded as a suitable phrase to be used in connexion with the New Jerusalem.

MR. PURCHASE: An inspiration.

MR. HARDING: So you crossed the bridge, but you have not so far reached the promised land.

MR. PURCHASE: Are we any nearer?

SIR J. STAVRIDIS: I think we ought to go one step further and tell Mr. Harding that other parties are now interested in the Concession.

MR. HARDING: If there is any information you can give us we shall be very glad to have it. At present we are not clear as to who owns the rights which were given to the three Turks in 1911.

SIR J. STAVRIDIS: We have evidence to prove it, if you desire it. We shall have to prove our title, and we shall be prepared to do it at the proper time.

MR. HARDING: At present we do not know who is claiming.

MR. PURCHASE: We have told you that M. de Bouillay is interested in it.

MR. HARDING: Interested is a very indefinite term.

MR. PURCHASE: It was meant to be. And there are certain powerful people associated with him.

MR. HARDING: And you don't wish to explain any further as to who is supposed to own the rights given in the Turkish Concession.

SIR J. STAVRIDIS: We will give you the fullest information, if you wish, later.

MR. HARDING: What I said was "We don't really know who at present claims the rights granted under the Turkish Concession."

SIR J. STAVRIDIS: I think we can go so far as this to say that there are two or three groups, who have taken an interest, and who hold an interest in the Concession and who are banded together now (some English interests, some French interests and other interests), and who are prepared to endeavour to prove that this Concession is a valid and binding Concession on the British Government.

MR. BUSHE: Of course, they have combined their interests with full knowledge of the Colonial Office attitude.

MR. PURCHASE: And, of course, we may as well say that any arrangement for the granting of a Concession by the Colonial Office to parties other than ours must be done with full knowledge that there is a claim.

MR. BUSHE: We knew that Mr. Maitland Edwards claimed an option on the original Concession.

MR. HARDING: But we don't know that there is a claim by anybody who can produce a title.

SIR J. STAVRIDIS: We shall be pleased to do that, but there is no object in our endeavouring to do so at this stage.

MR. HARDING: Why should we be asked to decide without proof of title.

SIR J. STAVRIDIS: Do you mean, if you don't recognize it. If you came and said "We recognize the Concession and are prepared to respect it and go on with it," we will put our title on the table. You might find a hitch in the title, but I don't think you are entitled to ask for it until you say "We recognize this as a valid Concession."

MR. SOLOMON: I want me to make it perfectly clear that the fresh interests that have come in are foreign interests and not English interests.

MR. HARDING: This matter was first raised by Montagu's and Cox and Cardale, in a letter of the 6th May,* and in our reply of the 2nd June† we said (here Mr. Harding read the letter of the 2nd June) I can only tell you that our attitude is still the same.

MR. PURCHASE: Will you put that in a letter.

MR. HARDING: We subsequently put it in a letter of the 1st November.‡

MR. PURCHASE: I shall be obliged if you will put it in a letter now.

MR. HARDING: To whom should it be addressed?

SIR J. STAVRIDIS: I think, if you don't mind, it might be addressed to my firm. I tell you perfectly frankly, that the French interest hardly believed me when I told them that the claim to the Concession had been turned down. I showed them papers, and they said there were no grounds mentioned in the Colonial Office replies. They said "We cannot believe that the British Government would turn it down. We should like to hear it from their own lips," and they are here to hear you. You say the same now, and it would be useful to our clients to have it in writing if you don't object. You could put it in writing to us and to Messrs. Montagu's.

MR. BUSHE: I cannot let pass without protest the statement that the Colonial Office have advanced no grounds for refusal. You have been told over and over again that the Treaty of Lausanne does not in our opinion provide for the maintenance of this Concession, and neither under the Treaty nor under general International Law is His Majesty's Government bound to recognize it.

* No. 38.

† No. 39.

‡ No. 44.

MR. PURCHASE: Put it in writing.

MR. HARDING: But you have had it.

MR. PURCHASE: But is there any objection to the Colonial Office giving such a letter.

MR. HARDING: I don't think so. We will do it once more.

C. 44484/27 [No. 28].

No. 46.

COLONIAL OFFICE to MESSRS. WESTBURY PRESTON AND STAVRIDIS.

[Answered by No. 51.]

GENTLEMEN,

Downing Street, 21st November, 1927.

I AM directed to refer to the meeting held on the 3rd of November,* relative to the Dead Sea Concession, at which you were represented by Sir John J. Stavridis, and, as regards the request made by the latter at that meeting to the effect that the letter addressed to you by this Department on the 9th March, 1926,† should be confirmed, to inform you that further legal advice was taken in the matter of the claim of Major D. Henry and Mr. W. M. Edwards to possess a Concession granted before the War by the Turkish Government to certain Turkish subjects for the extraction of bromides and other salts from the Dead Sea. His Majesty's Government were advised that they were not bound, either in International Law or in virtue of the Treaty of Lausanne, to recognize this Concession, and they do not propose to recognize it. Further, His Majesty's Government were advised that in that case there is no property, right, or interest which can be claimed to be restored to its original owners under the provisions of Article 65 of the Treaty of Lausanne.

2. The Secretary of State has nothing to add to the above statement of the attitude of His Majesty's Government towards the claim made by your clients, except to place on record the fact that the Colonial Office has never up to the present been informed of the grounds upon which it is claimed by Major D. Henry and Mr. W. M. Edwards that the above-mentioned advice is incorrect and that His Majesty's Government are bound to recognize the Concession.

I am, &c.,

J. E. SHUCKBURGH.

C. 44484/27 [No. 29].

No. 47.

COLONIAL OFFICE to MESSRS. MONTAGU'S AND COX AND CARDALE.

[Answered by No. 48.]

GENTLEMEN,

Downing Street, 21st November, 1927.

I AM directed to refer to your letter of the 4th November,‡ enclosing a transcript of the shorthand notes of the proceedings at the meeting held at the Colonial Office on the 3rd November, relative to the Dead Sea Concession.

2. I am to transmit to you a copy of these notes§ as amended by the representatives of the Colonial Office who were present at that meeting. The passages where amendments have been made are indicated by underlining in red ink.

3. In accordance with the request made at the meeting by Sir John J. Stavridis, I am to confirm the letters addressed to you from this Department on the 2nd June|| and the 18th of July last.¶ As you were then informed, His Majesty's Government have been advised that they are not bound, either in International Law or in virtue of the Treaty of Lausanne, to recognize the Concession granted before the War by the Turkish Government to certain Turkish subjects for the extraction of bromides and other salts from the Dead Sea, and they do not propose to recognize it. Further, His Majesty's Government are advised that in that case there is no property, right, or interest which can be claimed to be restored to its original owners under the provisions of Article 65 of the Treaty of Lausanne.

* No. 45. † No. 30. ‡ C. 44484/27: not printed. § See No. 45. || No. 39. ¶ No. 41.

4. The Secretary of State has nothing to add to the above statement of the attitude of His Majesty's Government towards the claim made by your clients, except to place on record the fact that the Colonial Office has never up to the present been informed of the grounds upon which it is claimed by your clients that the above-mentioned advice is incorrect and that His Majesty's Government are bound to recognize the Concession.

I am, &c.,
J. E. SHUCKBURGH.

C. 44484/27 [No. 33].

No. 48.

MESSRS. MONTAGU'S AND COX AND CARDALE to COLONIAL OFFICE.

[Answered by No. 50.]

86 and 88, Queen Victoria Street,

SIR,

London, E.C.4, 5th December, 1927.

WE have much pleasure in acknowledging the receipt of your letter of the 21st November,* and thank you for acceding to our clients' request that they should be acquainted with the present attitude of the Colonial Office with reference to the pre-war Dead Sea Concession possessed by them. It is a matter of some disappointment to our clients to find from the last paragraph of your letter that the position taken up in your letters of the 2nd June† and 18th July‡ is not modified by what has occurred since that time, and that you still refuse to recognize this pre-war Concession in any way. Our clients regret this decision, as they had hoped that there might have been some possibility of reaching an amicable solution of this long-outstanding matter without resort to a tribunal, international or otherwise.

2. Our clients note that the Colonial Office desire to record that they "have never up to the present been informed of the grounds upon which it is claimed that His Majesty's Government are bound to recognize the concession." Our clients do not admit this, as you know, and we shall be at pains in this letter to repeat what has been said before on more than one occasion, so that such a complaint shall not be repeated by the Colonial Office. Before doing so, however, we desire to say that our clients have presented a Firman which gave them a prima facie right to claim the Concession, and that having done this it would in the ordinary course of things lie with the Colonial Office to detail their objections, but apart from an *ex cathedra* statement to the effect that they do not recognize the Concession, our clients have not been informed upon what grounds such a damaging attitude is maintained. There is a fundamental misconception of the legal position, but we trust that this letter will make our clients' position quite clear.

3. At the interview held at the Colonial Office on the 12th August, 1925, our clients were invited to place their case before the Colonial Office and to "interpret the Treaty of Lausanne," and their Counsel pointed out that it was hardly fair to ask them to engage in a long and elaborate legal argument in order to put forth their case and to give to the Colonial Office, which was the other party in the matter, a present of their argument. That this would be unreasonable seemed to have impressed the conference, for Mr. Maxton, who represented the Legal Department of the Foreign Office, said "I agree with that: it would not perhaps be fair." This aspect of the matter was fully discussed at that meeting, and practically closed when Sir John Stavridi said "Will you tell us your case" and Mr. Young who was in the chair said "Certainly not."

4. A further conference was held on the 29th August, 1925, at which a discussion arose upon the ground upon which "it was claimed that the British Government must recognize" the pre-war Concession, and Sir John Stavridi said "For this contention I base myself on two grounds, (1) International Law and (2) the Treaty of Lausanne," and a lengthy and detailed discussion ensued upon these two grounds. At the next and final interview which was held on the 9th October, 1925, Sir John Stavridi protested that although our clients' case and the grounds of their claim had been submitted, the Colonial Office, instead of giving our clients their views, merely repeated "what they had said in their first letter without giving us any grounds for

* No. 47.

† No. 39.

‡ No. 41.

their objection to the Concession or for their assertion that our clients have no right thereto."

5. At that interview the suggestion that our clients should put in a tender for the new Concession was discussed, and Mr. Young referring to it said "It was an offer of a golden bridge that might get us out of the deadlock." We attach a transcript of this portion of the conversation, as it serves to prove that our clients were prepared to discuss any proposition if there existed the slightest possibility of reaching an agreement. May we remind you that our clients accepted your suggestion and put in a tender for the new Concession, but the "golden bridge" failed to materialise, and the only result to our clients of these negotiations was that they had lost two years of most valuable time.

6. We are quite at a loss to understand how it can be said that our clients have not submitted the grounds upon which they claim that the pre-war Concession should be recognized, for they have put them forward frequently. Not only have they claimed their rights under International Law and the Treaty of Lausanne, but they have given you references supporting both grounds, and with regard to the latter have shown that they will argue the matter from the XIIth Protocol and the general provisions which are outside that particular instrument.

7. The last paragraph of your letter under acknowledgment bears the construction that you expected our clients to go into the matter in greater detail, but we cannot conceive any useful *via media* between what our clients have done and the full preparation of their case, and we think our clients have a cause of complaint, for, although our clients have done their best to meet your wishes in this respect, you have never advanced from the bald and unilluminating statement that you would not recognize the Concession.

8. It does not seem to us that our clients can carry the matter further either by negotiation or correspondence, and that perforce they must seek a judicial decision, unless you may have views to the contrary effect which may include the chance of a friendly settlement.

9. We are much obliged to you for sending us a copy of the transcript of the shorthand notes of the proceedings at the meeting of the Colonial Office on the 3rd November relative to this Concession. We are quite in agreement with these notes as amended, and presume that you now have no objection to our clients using them in any proceedings which they may be called upon to take before any judicial or arbitral tribunal.

We are, &c.,
MONTAGU'S AND COX AND CARDALE.

Enclosure in No. 48.

EXTRACT OF THE REPORT OF THE INTERVIEW WHICH TOOK PLACE AT THE COLONIAL OFFICE ON THE 9TH OCTOBER, 1925.

SIR JOHN STAVRIDIS: But the proposal that we should tender without prejudice came from you.

MR. RANSOME: Oh no, the suggestion came from you.

SIR JOHN STAVRIDIS: Not at all, and I think Mr. Young will bear me out. The first suggestion of a tender being made by my clients came from Mr. Young at one of the interviews we had. No suggestion to that effect was ever made by me or by my clients.

MR. YOUNG: I am prepared to admit that the suggestion did come from me. It was an endeavour to get out of the deadlock.

SIR JOHN STAVRIDIS: Yes, Mr. Young I think was endeavouring to build a golden bridge. Whether it was with a view to helping the Colonial Office out of a difficulty or my clients I do not know.

MR. YOUNG: You are right. It was an offer of a golden bridge that might get us out of the difficulty of the deadlock.

[27969/25.]

Annexure A.

NOTES OF A CONFERENCE HELD AT THE COLONIAL OFFICE ON 12TH AUGUST, 1925,
REGARDING THE DEAD SEA SALTS CONCESSION.

MAJOR Young presided at a Conference this morning which was attended by Major Henry, Colonel Hogben of Australia House, Sir John Stavridi, and Mr. Purchase in the interest of the claimants. Mr. Malkin of the Foreign Office, Mr. Bushe and Mr. Clauson were also present.

Major Young started by explaining that the meeting was without prejudice, a position that was accepted by all present. He then proceeded to ask Mr. Purchase, as representing Major Henry, whether he would let the meeting know in a little more detail upon what grounds the claimant based his case. Mr. Purchase at once declined to do this, on the ground that His Majesty's Government were the other party, and that it was unreasonable for them to expect the claimants to put forward their case to anyone but an impartial arbiter or Court. In order to avoid the expense of possible litigation he asked whether the Colonial Office would agree to refer the matter to the arbitration of some individual, possibly a retired Judge. Mr. Bushe pointed out that this would prove an embarrassing precedent. If the Colonial Office were to agree to this proposal, it would mean that whenever a claim, however bad and however unsupported, was brought forward by any claimant to a concession in any part of the Empire, the Colonial Office would be bound to institute elaborate arbitral proceedings and the Secretary of State would be debarred from exercising his undoubted right to rule out the claim.

Mr. Purchase represented that this attitude was unreasonable, and that the Colonial Office was assuming a pontifical attitude in deciding the case in advance. Mr. Malkin agreed that the claimant might be entitled to decline to state the legal grounds of his case if this interview was to be regarded as a first step in inevitable litigation, but said that he understood this meeting had been called with a view to avoiding possible litigation. This being so, he did not regard the Colonial Office's request as unreasonable.

Sir John Stavridi and Mr. Purchase persisted in their refusal to state their case. They said that the Colonial Office letter of the 10th July* had closed the door to further negotiation and that they would be no better off after presenting their case, if the Colonial Office did not agree with it, than they were now. Major Young said that, even if it were accepted that the Colonial Office had behaved in a pontifical manner, which he did not admit, it could not be said, in view of their immediate acceptance of the proposal for a "Round Table" conference, that this unreasonable attitude had been persisted in. He did not, however, see what advantage was to be gained from this meeting if the claimants declined to state their case more fully.

Sir John Stavridi then inquired whether, if the claimants put forward a detailed case and the Colonial Office still found themselves unable to accept it, Major Young would agree, in advance, that the matter should be referred to arbitration. Major Young said that until he had seen the detailed case it was impossible for him to guarantee this. It was possible that the detailed case would be no more convincing than the mere statement of claim accompanied by a statement of the facts which had been before the Colonial Office for some years. If this were so he would not be able to advise the Secretary of State to agree to arbitration. At the same time, he made it clear that the Colonial Office were quite open to conviction, and that if a decent prima facie case were made out, it was not impossible that they would change their attitude about this proposal.

After over an hour of fruitless argument the conference broke up, the claimants refusing to put in even a statement showing upon what provisions of the Treaty of Lausanne they relied to support their claim

[44200/25.]

Annexure B.

REPORT ON AN INTERVIEW HELD AT THE COLONIAL OFFICE ON 9TH OCTOBER, 1925,
BETWEEN SIR J. STAVRIDIS AND MAJOR YOUNG.

Sir John Stavridi called by appointment to see Major Young on the 9th of October, 1925. Sir J. Risley, Mr. Ransome, and I were also present.

* No. 17.

He started by lodging a protest against the terms of our letter of the 16th of September,* which he said seemed to him as an Englishman to possess the un-English characteristic of not playing the game.

On investigation this turned out to mean that he had expected a written detailed refutation of his case as set out verbally at his interview of the 1st of September. Major Young said that he (Sir J. Stavridi) had put forward his arguments at that meeting and that Mr. Bushe had replied to them and that at the conclusion he (Major Young) had promised that the Secretary of State's decision in the light of the argument would be communicated to him. While he was not responsible for the action taken it seemed to him to conform with the arrangements made.

Sir J. Stavridi then opened the question of tendering; he said that if his clients tendered it would damage their position, especially if their tender was rejected. Some discussion ensued on this point and it was finally agreed that he should suggest a form of words which would cover them and that the Colonial Office would consider it with a view to seeing whether they could accept it.

G. L. M. CLAUSON,

9th October, 1925.

C. 44484/27 [No. 31].

No. 49.

COLONIAL OFFICE to FOREIGN OFFICE.

[Answered by No. 52.]

SIR,

Downing Street, 9th December, 1927.

I AM directed by Mr. Secretary Amery to refer to the correspondence ending with the letter from this Department of the 12th of March, 1926,† in regard to a claim to a pre-war Concession for the extraction of bromides and other salts from the Dead Sea.

2. As Secretary Sir Austen Chamberlain is aware, the Law Officers agreed with the position taken up by His Majesty's Government in regard to the claim put forward by Messrs. Westbury Preston and Stavridi on behalf of Mr. W. M. Edwards and Major J. D. Henry and stated that, in their opinion, the claimants have no legal right against His Majesty's Government or the Government of Palestine under the Concession which they hold. The claimants' solicitors were accordingly informed that the claim could not be entertained and that the Secretary of State held himself free to deal on their merits with the applications for the grant of a Concession which had been received by the Crown Agents for the Colonies.

3. I am to request you to inform Sir Austen Chamberlain that, on the 18th of October last,‡ the claimants' solicitors stated that arrangements were being completed for bringing the claim before the Permanent Court of International Justice in order to secure recognition of, and to enforce, the pre-war Concession. Subsequently, the request was made that their clients should be granted an interview in order that they might judge for themselves whether there was the slightest possibility of arranging a settlement with regard to this matter. This request was granted and a copy of the shorthand notes of the proceedings of the meeting§ is enclosed. It will be observed that the claimants' solicitors described the interests in the claim as being in part English, in part French and in part of other nationalities. It seems that one of the gentlemen present, M. de Bouillay, who was described as a French merchant, is associated with a French group who have interested themselves in the claim and it may, therefore, be the intention that the claim should be prosecuted at the International Court of Justice through the French Government.

4. A copy of a letter|| which the Secretary of State caused to be addressed to the claimants' solicitors, Messrs. Montagu's and Cox and Cardale, in accordance with the request made at the meeting at the Colonial Office, is enclosed. A similar letter was addressed to Messrs. Westbury, Preston and Stavridi who are apparently also acting for the claimants in this matter.

5. The Secretary of State would wish very briefly to recapitulate the past history of this case. The first person who claimed to have acquired the Concession from the original Turkish Concessionnaires was Captain J. G. Bennett. This gentleman was

* No. 18. † C. 3876/26: not printed. ‡ No. 42. § No. 45. || No. 47.

informed as long ago as December, 1923, with the concurrence of the Secretary of State for Foreign Affairs, that His Majesty's Government did not propose to recognize his Concession. He appears to have transferred his claims to Mr. Maitland Edwards and Major Henry. These gentlemen endeavoured at one stage to enlist on their behalf the interest of the Government of the Commonwealth of Australia on the ground that one of them (Major Henry) is an Australian by birth. They are known to have suggested that the Commonwealth Government should take the case to the International Court of Justice at the Hague. Personal correspondence on the subject passed between Mr. Amery and the High Commissioner for Australia in June, 1926, with the result that the claimants were given definitely to understand that they could look for no assistance from the Australian Government. It was not until the 29th October, 1927, *i.e.*, after the claimants' solicitors had informed the Colonial Office that arrangements were being made to bring the matter before the Hague Court, that the Secretary of State learned for the first time of the existence of the claimants' "non-English associates." It would seem quite evident that these non-British individuals have been introduced merely with the object of creating a foreign interest which it is hoped that some foreign Government may be prepared to raise at the Hague. It can hardly be supposed that any foreigners who have associated themselves with the claimants at this late stage, can have done so without full knowledge of the attitude which His Majesty's Government have consistently adopted towards successive British Concessionnaires for the past four years. In the circumstances, the Secretary of State cannot believe that any foreign Government would in fact lend support to so impudent a claim. Were they to do so, their action could, in his opinion, only be regarded as deliberately unfriendly. He trusts that, should occasion arise, he may rely upon the strongest possible support from Sir A. Chamberlain in resisting any endeavour by a foreign Government to interfere in the case.

I am, &c.,
J. E. SHUCKBURGH.

C. 44484/27 [No. 34].

No. 50.

COLONIAL OFFICE to MESSRS. MONTAGU'S AND COX AND CARDALE.

GENTLEMEN,

Downing Street, 22nd December, 1927.

I AM directed to acknowledge the receipt of your letter of the 5th of December,* relative to the claim of your clients to possess a pre-war Concession for the exploitation of certain substances in the Dead Sea.

2. I am to inform you that you are at liberty to make such use as you see fit of the amended notes of the proceedings at the meeting held at the Colonial Office on the 3rd of November.†

3. While the Secretary of State agrees that no useful purpose would be served by continuing this correspondence, he wishes to make it clear that:—

(1) His Majesty's Government maintain towards the claim made by your clients the attitude taken in the letter from this Department of the 2nd of June‡ and in previous correspondence; and

(2) The Secretary of State does not admit the various contentions and statements made in your letter under reply.

4. With the exception of the contention put forward in the third paragraph of your letter, the points which you raise have been answered in earlier correspondence. As regards that paragraph I am to inform you that the terms of the statement which you there attribute to Mr. Malkin (not Mr. Maxton) of the Foreign Office are not in accordance with the record made in the Colonial Office immediately after the conference held on the 12th of August, 1925. The relevant extract from that record reads as follows:—

"Mr. Malkin agreed that the claimant might be entitled to decline to state the legal grounds of his case if the interview was to be regarded as a first step in inevitable litigation but said that he understood that this meeting had been called with a view to avoiding possible litigation. This being so, he did not regard the Colonial Office request as unreasonable."

I am, &c.,
J. E. SHUCKBURGH.

* No. 48.

† No. 45.

‡ No. 39.

C. 44484/27 [No. 38].

No. 51.

MESSRS. WESTBURY PRESTON AND STAVRIDIS to COLONIAL OFFICE.

[Answered by No. 53.]

12, Devonshire Square, Bishopsgate,

London, E.C.2, 23rd December, 1927.

SIR,

YOUR letter of the 21st ultimo* duly reached us and we have been in communication thereon with our clients who are abroad which will explain the delay in replying.

2. It is a matter of disappointment to us to find that the position taken up by you in the previous correspondence that has passed between us is in no way modified by what has occurred since that time and that you are still not prepared to recognize the Concession granted by the Turkish Imperial Government for the extraction of salts from the Dead Sea. We had hoped that there might have been some possibility of reaching an amicable solution of this long outstanding matter without resort to legal proceedings.

3. We are somewhat surprised to read in your letter that the Colonial Office has never been informed of the ground upon which it is claimed that His Majesty's Government are bound to recognize this Concession and we would like to put on record the facts as they have occurred:—

At the interview held at the Colonial Office on the 12th August, 1925, we were invited to place our case before the Colonial Office and to "interpret the Treaty" of Lausanne, and our Counsel pointed out that it was hardly fair to ask us to engage in a long and elaborate legal argument in order to put forth our case and to give to the Colonial Office, which was the other party in the matter a present of our argument. That this would be unreasonable seemed to have impressed the conference for Mr. Maxton, who represented the Legal Department of the Foreign Office, said "I agree with that; it would not perhaps be fair." This aspect of the matter was fully discussed at that meeting and practically closed when Sir John Stavridis said, "Will you tell us your case?" and Mr. Young, who was in the chair, said "Certainly not."

4. A further conference was held on the 29th August, 1925, at which a discussion arose upon the ground upon which "it was claimed that British Government must recognize" the pre-war Concession, and Sir John Stavridis said, "For this contention I base myself on two grounds (1) International Law and (2) the Treaty of Lausanne" and a lengthy and detailed discussion ensued upon these two grounds. At the next and final interview which was held on the 9th October, 1925, Sir John Stavridis protested that, although our case and the grounds of our claim had been submitted, the Colonial Office, instead of giving us their views, merely repeated "what they had said in their first letter without giving us any grounds for their objection to the Concession or for their assertion that our clients have no rights thereto."

5. At that interview the suggestion that our clients should put in a tender for the new concession was discussed and Mr. Young referring to it said "It was an offer of a golden bridge that might get us out the difficulty of the deadlock." We attach† a transcript of this portion of the conversation as it serves to prove that we were prepared to discuss any proposition if there existed the slightest possibility of reaching an agreement. May we remind you that the clients for whom we were acting accepted your suggestion and put in a tender for the new Concession, but the "golden bridge" failed to materialise, and the only result was the loss of two years of most valuable time.

6. We fail to understand how it can be said that we have not submitted the grounds upon which we claim that the pre-war Concession should be recognized for we have put them forward frequently. Not only have we claimed our rights under International Law and the Treaty of Lausanne but have given you references supporting both grounds and with regard to the latter have shown that we shall argue the matter from the XIIth Protocol and the general provisions which are outside that particular instrument.

7. The last paragraph of your letter under acknowledgment bears the construction that you expect us to go into the matter in greater detail but we cannot conceive any useful *via media* between what we have done and the full preparation of our case, and we think that we have a cause of complaint for although we have done our best to meet your wishes in this respect you have never advanced from the bald and unilluminating statement that you would not recognise the Concession.

* No. 46.

† See Enclosure in No. 48.

'46

8. It does not seem to us that we can carry the matter further either by negotiation or correspondence and that perforce our clients must seek a judicial decision, unless you should alter your views and be prepared to put forward some suggestion in regard to a friendly settlement.

We are, &c.,
WESTBURY PRESTON AND STAVRIDIS.

C. 44484/27 [No. 40].

No. 52.

FOREIGN OFFICE to COLONIAL OFFICE.

SIR, Foreign Office, S.W.1, 30th December, 1927.
I AM directed by Secretary Sir Austen Chamberlain to acknowledge the receipt of your letter of 9th December,* in regard to a claim which has been put forward to a pre-war Concession for the extraction of bromides and other salts from the Dead Sea.
2. In reply, I am to request you to inform Mr. Secretary Amery that the Secretary of State is prepared—should occasion arise—to afford Mr. Amery his support in resisting any endeavour by a foreign Government to interfere in the case.

I am, &c.,
LANCELOT OLIPHANT.

C. 44484/27 [No. 41].

No. 53.

COLONIAL OFFICE to MESSRS. WESTBURY PRESTON AND STAVRIDIS.

[Answered by No. 54.]

GENTLEMEN, Downing Street, 12th January, 1928.
I AM directed to acknowledge the receipt of your letter of the 23rd of December,† relative to the claim of your clients to possess a pre-war Concession for the extraction of bromides and other salts from the Dead Sea.

2. While the Secretary of State agrees that no useful purpose would be served by continuing this correspondence, he wishes me to make it clear that:—

(1) His Majesty's Government maintain towards the claim made by your clients the attitude taken in the letter from this Department of the 9th of March, 1926,‡ and in previous correspondence; and

(2) the Secretary of State does not admit the various contentions and statements made in your letter under reply.

3. With the exception of the contention put forward in the third paragraph of your letter, the points which you raise have been answered in earlier correspondence with yourselves and Messrs. Montagu's and Cox and Cardale. As regards that paragraph, I am to inform you that the terms of the statement which you there attribute to Mr. Malkin (not Mr. Maxton) of the Foreign Office are not in accordance with the record made in the Colonial Office immediately after the conference held on the 12th of August, 1925. The relevant extract from that record reads as follows:—

“Mr. Malkin agreed that the claimant might be entitled to decline to state the legal grounds of his case if the interview was to be regarded as a first step in inevitable litigation but said that he understood that this meeting had been called with a view to avoiding possible litigation. This being so, he did not regard the Colonial Office request as unreasonable.”

4. I am to add that a letter in almost identical terms with your letter under reply was received from Messrs. Montagu's and Cox and Cardale on the 7th [? 5th] of December last§ and that the Secretary of State caused a reply in similar terms to the present letter to be returned to it on 22nd December.||

I am, &c.,
J. E. SHUCKBURGH.

* No. 49. † No. 51. ‡ No. 30. § No. 48. || No. 50.

47

C. 57231/28 [No. 1].

No. 54.

MESSRS. WESTBURY PRESTON AND STAVRIDIS to COLONIAL OFFICE.

12, Devonshire Square, Bishopsgate,
London E.C.2, 23rd February, 1928.
SIR, WE crave leave to refer to your letter to us of the 12th ultimo,* in regard to the claim of our clients concerning the pre-war Concession for the extraction of bromide and other salts from the Dead Sea and, in further reply thereto, we have to inform you that, in view of your refusal to recognize the validity of this Concession, our clients who are French subjects, and one of whom was present at our interview at the Colonial Office on the 3rd November last, foresee that the only manner in which this matter can be brought to a head will be by bringing the question of validity before the Permanent Court of International Justice at the Hague, and have now placed the matter before the French Government who are dealing with it.

We are, &c.,
WESTBURY PRESTON AND STAVRIDIS.

C. 57231/28 [No. 5].

No. 55.

FOREIGN OFFICE to COLONIAL OFFICE.

[Answered by No. 56.]

SIR, Foreign Office, S.W.1, 3rd March, 1928.
WITH reference to your letter of 9th December last,† and subsequent correspondence concerning a claim put forward to a pre-war Turkish Concession for the extraction of bromides and other salts from the Dead Sea, I am directed by Secretary Sir Austen Chamberlain to transmit to you the accompanying copy of a note from the French Ambassador.

2. In communicating this note to Sir W. Tyrrell, Monsieur de Fleuriau stated orally that in the opinion of his government the claim appeared to be one suitable for submission to arbitration.

3. The Secretary of State proposes, subject to the concurrence of Mr. Secretary Amery, to reply to this note in the terms of the draft which is enclosed herein.

I am, &c.,
LANCELOT OLIPHANT.

Enclosure 1 in No. 55.

M. BRIAND a été récemment saisi de la réclamation d'un groupe français, composé de MM. Jean du Boullay, Paul André Kiener, et Pierre Casanova, qui ont acquis les droits résultant d'une Concession accordée par Firman Imperial Ottoman de 1913, pour extraire et exploiter les sels de brome contenus à l'état liquide dans les eaux de la Mer Morte.

Cette Concession avait été accordée en 1913 par le Gouvernement Ottoman à Selah Djimdjaz Bey et à ses associés, Suad Bey, et Djenab Shebah ul Din Bey. Après la guerre, les Concessionnaires primitifs cédèrent leurs droits à un sujet britannique, Mr. W. Maitland Edwards, qui vendit l'affaire à un certain M. Vacha, lequel la cèda, à son tour, au groupe français précité de MM. du Boullay, Kiener et Casanova.

Avant de prendre leurs engagements, ces derniers tinrent à s'assurer de la validité des droits conférés par le Firman Imperial. Les consultations qu'ils recueillirent auprès de plusieurs juristes leur donnèrent tous apaisements à cet égard.

MM. du Boullay, Kiener et Casanova s'adressèrent alors au Gouvernement Britannique, pour lui demander de reconnaître la validité de la Concession dont ils s'étaient rendus acquereurs.

* No. 53. † No. 49.

Il leur aurait été répondu que le Gouvernement Britannique ne reconnaissait pas la validité du Firman Imperial de 1913.

L'Ambassadeur de France est chargé de demander à Son Excellence le Principal Secrétaire d'Etat de Sa Majesté Britannique aux Affaires Etrangères quelles sont les raisons invoquées par le Gouvernement Britannique pour contester les droits que le groupe français tient d'un Firman dont la validité est certaine et qui rentre dans la catégorie des actes visés par le Protocole XII annexé au Traité de Lausanne.

M. de Fleuriau saisit cette occasion pour renouveler à Sir Austen Chamberlain les assurances de sa haute considération.

Ambassade de France,
Albert Gate House,
à Londres.
21 février 1928.

Enclosure 2 in No. 55.

M. de Fleuriau,
French Ambassador.

YOUR EXCELLENCY,

March, 1928.

In a note dated 21st February you brought to my notice the claim of a French group to a Concession, which was granted by the Porte to certain Ottoman subjects in 1913, for the extraction and exploitation of bromides and other salts from the Dead Sea; and asked to be informed what reasons had led His Majesty's Government to contest the rights derived by the French group from a Firman which the French Government regard as valid and covered by the Concessions Protocol of Lausanne.

2. In reply, I have the honour to inform Your Excellency that the question of this Concession has engaged the earnest attention of His Majesty's Government, and that their views on the matter have more than once been fully explained to the various persons concerned.

3. In the first place, I wish to explain that the statement, which appears to have been made to the French Government, that the original Turkish concessionnaires ceded their rights to Colonel Maitland Edwards after the War is not strictly accurate. According to the information in the possession of His Majesty's Government the Concession was acquired by Colonel Maitland Edwards and other British subjects in March, 1923, prior to the conclusion of peace with Turkey. The transaction was, therefore, technically, a war-time transaction between British and enemy subjects; and as it was carried out without permission, His Majesty's Government are unable to recognize its validity.

4. Even were this not the case, however, it is not clear how the Concessions Protocol of Lausanne could in any circumstances apply to a Concession of this nature. The only Concessions which are "maintained" by that Protocol are those which were "entered into before 29th October, 1914, between the Ottoman Government or any local authority, on the one hand, and nationals (including companies) of the contracting parties, other than Turkey, on the other hand." The use of the words "other than Turkey" in this clause makes it clear that Concessions granted to Turkish subjects, and to Turkish companies in which allied capital did not predominate, were not maintained by the terms of the Protocol.

5. In these circumstances His Majesty's Government are unable to reconsider their decision to regard the claim to the maintenance of this Concession as invalid, and they therefore regret that they cannot recognize any rights in respect of the Concession which the French group mentioned in Your Excellency's note may claim to have acquired.

C. 57231/28 [No. 7].

No. 56.

COLONIAL OFFICE to FOREIGN OFFICE.

SIR,

Downing Street, 31st March, 1928.

I AM directed by Mr. Secretary Amery to refer to your letter of the 3rd of March,* enclosing a copy of a note from the French Ambassador, together with the

* No. 55.

draft of the reply which it is proposed to return to His Excellency, concerning a claim put forward to a pre-war Turkish Concession for the extraction of bromides and other salts from the Dead Sea.

2. With regard to paragraph 3 of the draft reply, Mr. Amery feels some doubt as to the validity of the argument which it is proposed to employ. His information is that a general licence authorising the resumption of trade with Turkey was issued by the Board of Trade on the 17th of February, 1919. It would not, therefore, appear to be possible to maintain that the transaction, by which Colonel Maitland Edwards and other British subjects acquired the Concession in question, was technically a war-time transaction between British and enemy subjects; and in the circumstances the statement that His Majesty's Government are unable to recognize the validity of the Concession on the ground that the transaction was carried out without their permission might be contested by the French Government. Mr. Amery would suggest that the third paragraph of the draft reply should be omitted.

3. Mr. Amery would further suggest that it should be made clear to the French Government that, before any question arose as to the interest of French nationals in the matter, two successive groups of British nationals had preferred a claim in respect of the alleged Concession and had been definitely informed that His Majesty's Government did not recognize the Concession. Consequently when the French group acquired its interests in the Concession, it acquired them from persons who were under no doubt whatsoever as to the attitude of the British Government; and it must be presumed to have been well aware that the claim was one which His Majesty's Government had refused to recognize. It is understood that the French group were, in fact, aware of the attitude of His Majesty's Government towards the claim.

4. Mr. Amery has no other comments to offer upon the reply which it is proposed to return to the French Ambassador. He would be grateful if a copy of the reply in its final form, could be communicated to this Department in due course for transmission to the High Commissioner for Palestine.

I am, &c.,
J. E. SHUCKBURGH.

C. 57321/28 [No. 8].

No. 57.

FOREIGN OFFICE to THE FRENCH AMBASSADOR

(Copy received in Colonial Office, 18th April, 1928.)

[Answered by No. 58.]

YOUR EXCELLENCY,

Foreign Office, S.W.1, 16th April, 1928.

In a note dated 21st February,* you brought to my notice the claim of a French group to a Concession, which was granted by the Porte to certain Ottoman subjects in 1913, for the extraction and exploitation of bromides and other salts from the Dead Sea; and asked to be informed what reasons had led His Majesty's Government to contest the rights derived by the French group from a Firman which the French Government regard as valid and covered by the Concessions Protocol of Lausanne.

2. In reply, I have the honour to inform Your Excellency that the question of this Concession has engaged the earnest attention of His Majesty's Government, and that their views on the matter have more than once been fully explained to the various persons concerned.

3. In the opinion of His Majesty's Government the Concessions Protocol of Lausanne could not in any circumstances apply to a Concession of this nature. The only Concessions which are "maintained" by that Protocol are those which were "entered into before 29th October, 1914, between the Ottoman Government or any local authority, on the one hand, and nationals (including companies) of the contracting parties, other than Turkey, on the other hand." The use of the words "other than Turkey" in this clause makes it clear that Concessions granted to Turkish subjects, and to Turkish companies in which allied capital did not predominate, were not maintained by the terms of the Protocol.

4. In these circumstances His Majesty's Government are unable to reconsider their decision to regard the claim to the maintenance of this Concession as invalid,

* Enclosure 1 in No. 55.

and they therefore regret that they cannot recognize any rights in respect of the Concession which the French group mentioned in your note may claim to have acquired.

5. I take this opportunity to invite your attention to another point, regarding which His Majesty's Government wish to remove any possible misunderstanding. Before any question arose as to the interest of French nationals in this matter, two successive groups of British nationals had preferred a claim in respect of the alleged Concession, and had been definitely informed that His Majesty's Government did not recognize the Concession. Consequently the French group, when it acquired its interests in the Concession, acquired them from persons who were under no doubt whatsoever as to the attitude of His Majesty's Government; and the group must presumably have been well aware that the claim was one which His Majesty's Government had refused to recognize.

I have, &c.
(for the Secretary of State),
MONTEAGLE.

C. 57231/28 [No. 10].

No. 58.

THE FRENCH AMBASSADOR to FOREIGN OFFICE.

(Copy received in Colonial Office, 12th December, 1928.)

[Answered by No. 60.]

Ambassade de France en Angleterre,
Londres, le 29 novembre, 1928.
MONSIEUR LE SECRETAIRE D'ETAT,
PAR note du 16 avril 1928,* Votre Excellence a bien voulu me faire connaître les raisons pour lesquelles le Gouvernement Britannique n'estimait pas fondée la revendication d'un groupe français à une Concession de sels de brome en suspens dans la Mer Morte.

Je suis aujourd'hui chargé de faire connaître à Votre Excellence que le Gouvernement Français fait étudier avec soin la thèse soutenue dans Votre note précitée et qu'il se réserve d'y répondre prochainement.

M. Briand m'a prié de demander à Votre Excellence de faire surseoir, en attendant sa réponse, à toute mesure ou décision de nature à léser les intérêts français engagés dans la Concession en question.

Veillez agréer, &c.,
A. DE FLEURIAU

C. 57231/28 [No. 11].

No. 59.

COLONIAL OFFICE to FOREIGN OFFICE.

SIR, Downing Street, 5th January, 1929.
I AM directed by Mr. Secretary Amery to acknowledge the receipt of your letter of the 10th of December,† enclosing a copy of a note‡ from the French Ambassador concerning a claim put forward to a pre-war Turkish Concession for the extraction of bromides and other salts from the Dead Sea.

2. In your letter of the 30th of December, 1927,§ it was stated that Secretary Sir Austen Chamberlain was prepared to afford Mr. Amery his support in resisting any endeavour by a foreign Government in the case. The prolonged negotiations with Mr. Novomeysky and Major Tulloch are now approaching completion, and Mr. Amery would not feel justified in delaying them for the consideration of a claim which His Majesty's Government have been advised is without legal sanction.

3. Sir Austen Chamberlain may share Mr. Amery's view that it is somewhat surprising that the French Government after the receipt of the Foreign Office note of the 16th of April,* should maintain silence for some eight months, and should then, without excuse or explanation, merely ask that action in regard to the Concession

* No. 57.

† C. 57231/28 [No. 10]: not printed.

‡ No. 58.

§ No. 52.

should be suspended until they have completed their examination of the position taken up by His Majesty's Government. I am to suggest that it should be indicated to the French Ambassador that, in the circumstances, the request is unreasonable.

I am, &c.,
O. G. R. WILLIAMS.

C. 67055/29 [No. 1].

No. 60.

FOREIGN OFFICE to THE FRENCH AMBASSADOR.

(Copy received in Colonial Office, 19th January, 1929.)

[Answered by No. 61.]

YOUR EXCELLENCY, Foreign Office, S.W.1, 17th January, 1929.

In your note of 29th November last,* your Excellency informed me that the French Government were still considering, and were about to reply to, the note which I addressed to you on 16th April last,† in regard to the claim of a French group to a Concession for the extraction of bromide salts from the Dead Sea; and you requested me, pending the receipt of that reply, to suspend any action or decision which might adversely affect the French interests concerned.

2. In reply, I have the honour to invite your attention to the fact that my note of 16th April last, referred to above, contained a full explanation of the reasons which had led His Majesty's Government to decide not to recognize this claim as possessing any validity. Some nine months have elapsed since that note was addressed to you, and during that period no argument against the position taken up by His Majesty's Government has been brought to my notice by the French Government.

3. In these circumstances His Majesty's Government feel that they cannot reasonably be required to suspend action in this matter any further, and they therefore regret their inability to accede to the request contained in your note under reply.

I have, &c.
(for the Secretary of State),
MONTEAGLE.

C. 67055/29 [No. 3].

No. 61.

THE FRENCH AMBASSADOR to FOREIGN OFFICE.

(Copy received in Colonial Office, 13th February, 1929.)

[Answered by No. 66.]

Ambassade de France en Angleterre,
Londres, le 9 février 1929.
MONSIEUR LE SECRETAIRE D'ETAT,
PAR Sa lettre du 17 janvier dernier‡ Votre Excellence a bien voulu me rappeler Sa note du 16 avril précédent,† relative à la demande d'un groupe français, quant aux concessions de sels de brome en suspens dans la Mer Morte. Vous ajoutiez que le Gouvernement Britannique se voyait obligé de prendre une décision, ne reconnaissant pas la validité de la manière de voir de mes compatriotes.

En avril dernier, mon Gouvernement a vivement apprécié l'obligeance de Votre Excellence qui lui indiquait les motifs dont s'inspiraient, en l'occurrence, les Autorités britanniques.

M. Briand avait aussitôt tenu à faire étudier ce point de vue par ses services, de la manière la plus complète. Puis il en fit part aux intéressés français. Ceux-ci jugèrent indispensable de procéder à une enquête et de recourir à des consultations juridiques. Les délais nécessités par ces travaux ne m'ont pas permis d'adresser à Votre Excellence, aussi rapidement que je l'aurais désiré, la présente communication.

* No. 58.

† No. 57.

‡ No. 60.

Les études du groupe français l'ont amené à rédiger un projet de réponse à la note du Foreign Office, en date du 16 avril.* Votre Excellence trouvera, ci-joint, le texte de ce document. Elle pourra se rendre compte, en en prenant connaissance, du soin avec lequel il a été établi. La thèse qui y est exposée paraît à mon Gouvernement appuyée d'arguments très sérieux et M. Briand ne doute pas que le Gouvernement Britannique tienne à la prendre en considération en toute équité et en vue d'éviter de léser les intérêts français en cause.

Veuillez agréer, &c.,
A. DE FLEURIAU.

Enclosure in No. 61.

EXCELLENCE,

PAR une lettre en date du 16 avril 1928, répondant à ma note du 21 février, Votre Excellence a bien voulu indiquer les raisons pour lesquelles le Gouvernement de Sa Majesté conteste la Concession revendiquée des ressortissants français, en vertu d'un Firman Impérial Ottoman, pour l'extraction et l'exploitation des sels de brome en suspens dans la Mer Morte.

Mon Gouvernement a donné à cette lettre et aux raisons invoquées son attention la plus sérieuse : ce n'est qu'après s'être entouré d'avis autorisés, qu'il me charge aujourd'hui de formuler ses vues.

2. D'après la lettre de Votre Excellence, la raison de l'attitude du Gouvernement de Sa Majesté se trouve essentiellement dans le texte de l'Article 1 du Protocole XII annexé au Traité de Lausanne.

Se fondant sur ce texte, le Gouvernement de Sa Majesté estime que la Concession en question n'est pas parmi celles qui sont "maintenues" par Protocole.

3. Cette opinion ne saurait en aucune façon être contestée, si l'on se fonde sur le seul Article I du Protocole, dont le texte ne vise que les contrats "dûment intervenus avant le 29 octobre 1914 entre le Gouvernement Ottoman . . . et . . . les ressortissants . . . des Puissances contractantes autres que la Turquie."

Mais le Protocole est divisé en deux Sections, dont la seconde est spécialement consacrée aux Concessions situées dans les "territoires détachés de la Turquie," ce qui est le cas de la Concession de la Mer Morte.

Or, l'article initial de cette seconde section (l'Article 9) est d'une rédaction qui diffère sensiblement de la rédaction de l'Article 1 : cette rédaction est la suivante :

"Dans les territoires détachés de la Turquie . . . l'Etat successeur est pleinement subrogé dans les droits et charges de la Turquie vis-à-vis des ressortissants des autres Puissances Contractantes . . . bénéficiaires de contrats de Concession passés avant le 29 octobre 1914 avec le Gouvernement Ottoman . . ."

Alors que l'Article 1 exclut de son bénéfice toute Concession accordée à des sujets Ottomans, du moment qu'elle n'a pas été transférée à des ressortissants alliés avant le 29 octobre 1914, l'Article 9, au contraire, s'applique aux Concessions accordées à des sujets Ottomans avant le 29 octobre 1914, pourvu que des ressortissants alliés en soient "bénéficiaires." Et bénéficiaires, à quelle date? En l'absence de toute stipulation du Protocole, il faut bien admettre qu'il s'agit de la date de sa mise en vigueur.

En d'autres termes et pour l'application au cas particulier qui est l'objet de la présente note, l'Etat successeur est, en vertu de l'Article 9, pleinement subrogé à la Turquie, pourvu que :

(1) Les bénéficiaires du contrat de Concession soient, à la date de la mise en vigueur du Protocole, des ressortissants des Puissances contractantes autres que la Turquie.

(2) Le contrat de Concession soit un contrat passé avant le 29 octobre 1914 avec le Gouvernement Ottoman.

Or, les bénéficiaires du contrat dont il s'agit étaient, depuis avril 1928, c'est-à-dire antérieurement à la mise en vigueur du Protocole, des ressortissants britanniques.

Et le contrat lui-même date de 1913 : les conditions nécessaires et suffisantes stipulées par l'Article 9 sont donc remplies, et l'Etat successeur (la Palestine) est, aux termes de cet article, pleinement subrogé dans les droits et charges de la Turquie.

(3) Pour ces raisons, il apparaît à mon Gouvernement que la Concession visée peut et doit être considérée comme l'une de celles pour lesquelles le Protocole stipule la subrogation de l'Etat successeur, une de celles, par conséquent, qui sont explicitement maintenues.

* No. 57.

Mais si, malgré la lettre de l'Article 9, on faisait prévaloir une interprétation contraire—si, par conséquent, on admettait que la Concession visée n'est pas expressément maintenue—il n'en résulterait pas, de l'avis de mon Gouvernement, que cette Concession soit ou annulée de plein droit, ou annulable sans indemnité.

(4) Soutenir en effet que sont annulées de plein droit toutes les Concessions non visées par l'Article 1 serait annuler de plein droit toutes les Concessions accordées à des Turcs sur des territoires restés turcs.

(5) La thèse de l'annulabilité sans indemnité se heurterait à des objections tout aussi fortes.

Si le Protocole, relatif comme son titre l'indique, à "certaines Concessions," ne stipule pas la subrogation de plein droit ou le maintien explicite pour une catégorie de Concessions, ladite catégorie demeure simplement "non visée" par le Protocole : le maintien ou l'annulabilité des Concessions comprises dans cette catégorie demeurent régis, comme s'il n'y avait pas eu de Protocole par les Principes du Droit International et par ceux du Droit National, représenté en l'espèce par les dispositions du Mandat.

Or les principes du Droit International ne paraissent pas douteux à cet égard—le maintien de Concessions accordées à des particuliers par un Etat cédant sur un territoire cédé ou détaché, peut dépendre du fait que ces Concessions sont ou non contraires au nouveau droit public ou même à la politique de l'Etat Cessionnaire—mais, en cas d'annulation, les personnes privées ont droit à indemnité de la part de l'Etat Cessionnaire (Voir notamment Westlake—International Law, Vol. 1).

Quant au droit interne, représenté en l'espèce par le Mandat, il n'est pas moins formel.

L'Article 9 du Mandat stipule que "le mandataire sera responsable de ce que le système judiciaire établi en Palestine assure aux étrangers aussi bien qu'aux indigènes une garantie complète de leurs droits."

L'annulation de Concessions, dans l'intérêt politique ou économique du Pays sous Mandat ou de la Puissance Mandataire—et surtout l'annulation sans indemnité ne peut à coup sur être considérée comme compatible avec le principe de garantie inscrit à l'Article 9 du Mandat—garantie que ses auteurs ont voulu si formelle que, pour la faire respecter, ils ont inscrit à l'Article 26 le recours sans aucune réserve et sans aucune restriction à la Cour Permanente de Justice Internationale.

7. J'exprime au nom de Mon Gouvernement l'espoir qu'à la lumière de ces explications, le Gouvernement de Sa Majesté voudra bien réexaminer cette question, sur laquelle un accord de fait paraît en tous cas possible à atteindre par les voies amiables.

C. 67055/29 [No. 4].

No. 62.

FOREIGN OFFICE to COLONIAL OFFICE.

[Answered by No. 63.]

SIR,

Foreign Office, S.W.1, 22nd February, 1929.

WITH reference to Foreign Office letter of 12th February,* relative to the claim of a French group in respect of a Concession for the extraction of salt deposits from the Dead Sea, I am directed by Secretary Sir Austen Chamberlain to request you to inform Mr. Secretary Amery that he has now considered the various arguments brought forward in the draft note from the French group, which was enclosed in the French Ambassador's note of 9th February.†

2. In the first place, the Secretary of State observes that these arguments were embodied in a draft note which was not signed by the French Ambassador, and that the French Government have not, therefore, presented the thesis of the French group to His Majesty's Government as their own; it is, however, stated in Monsieur de Fleuriau's covering note that that thesis appears to the French Government to be supported by serious arguments, and that they are sure that His Majesty's Government "will consider it in all equity, and with a view to avoiding injury to the French interests concerned."

* C. 67055/29 [No. 3]: not printed.

† No. 61.

3. Sir Austen Chamberlain does not overlook the fact that the French Ambassador was informed on 17th January,* that His Majesty's Government could not further suspend action on this question, so that it is arguable that His Majesty's Government would now be justified in declining to consider the French note of 9th February. This course, however, appears to him undesirable, in view of the avowed intention of the French group to cause the whole question to be referred to the Permanent Court of International Justice at The Hague, should their claims not meet with due consideration; and he therefore considers that the arguments now advanced by the French claimants should be examined in some detail. These arguments are based (a) on the Concessions Protocol of Lausanne, and (b) on general considerations of international law and practice. Sir Austen Chamberlain is advised that neither of these arguments can be regarded as convincing.

4. As regards the argument based on the Concessions Protocol, the French group admit in their note that the alleged concession is excluded under Article 1, but contend that it is nevertheless covered by Article 9. This argument has no doubt been put forward in view of the fact that, in paragraph 3 of the note sent to the French Ambassador on 16th April last† (see Foreign Office letter of 17th April last),‡ the language employed in Article 1 was quoted in support of the refusal of His Majesty's Government to regard the Concession as valid.

5. Article 9 provides that States acquiring territory detached from Turkey are fully subrogated "as regards the rights and obligations of Turkey towards the nationals of the other contracting Powers, and companies in which the capital of the nationals of the said Powers is preponderant, who are beneficiaries under concessionary contracts entered into before 29th October, 1914, with the Ottoman Government or any other Ottoman authority." The authoritative French version of the words "who are beneficiaries under concessionary contracts" is "bénéficiaires de contrats de concession." The French group argue that this provision does not limit the Concessions which are maintained in the detached territories to those originally granted to Allied nationals or to companies in which Allied capital was predominant, or where Allied nationals were the "beneficiaries" under the original Concession, but that it also applies to Concessions granted to Ottoman subjects before the war, of which Allied nationals have subsequently become the "beneficiaries."

6. This view conflicts with that expressed in paragraph 4 of Colonial Office letter of 28th May, 1925,§ in which it was stated that "Mr. Amery is advised that . . . 'beneficiaries,' correctly interpreted, can only refer to the original grantees." It was, however, explained in paragraph 2 of the Foreign Office letter of 19th June, 1925,|| that this view is not altogether free from doubt. The contention appears, moreover, to have been based at that time to some extent on the consideration that the transfer of the original Concession to the British group in April, 1923, must be regarded as illegal—a view which has since proved to be erroneous (see paragraph 2 of your letter of 31st March, 1928¶). The question whether the British or French claimants to the Concession can be regarded as "beneficiaries" for the purposes of Article 9 of the Concessions Protocol must therefore be reconsidered; and the Secretary of State is advised that it may reasonably be contended, as is done in the French group's note, that pre-war Concessions, originally granted to Ottoman subjects, of which Allied nationals have become the "beneficiaries," are in fact maintained in the detached territories by that Article, provided that the Allied nationals concerned had become the beneficiaries by the relevant date. It is, however, on this question of the date that the argument advanced by the French group appears definitely to break down.

7. Mr. Amery will have observed that in the opinion of the Law Officers of the Crown (see their report of 17th October, 1927,** in connexion with the Bagdad Railway claim, a copy of which was enclosed in Mr. Hall's letter of 2nd January, 1929,†† to Mr. Seymour) "For the purposes of Article 9 of the Concessions Protocol, the correct date for ascertaining the preponderant interest in the capital of a company holding a concessionary contract is the 30th October, 1918." This is, indeed, the date given in the last sentence of that Article as being the date from which the subrogation of the new State to the rights and obligations of Turkey is to have effect. But if 30th October, 1918, is the relevant date for determining (a) the subrogation of the new State to the obligations of Turkey, and (b) the question of the preponderance of Allied capital in a company holding a Concession covered by the Protocol, it appears a fortiori to be the date for determining whether Allied nationals are or are not beneficiaries of a Concession in accordance with the terms of the Protocol. The British group having

* No. 60. † No. 57. ‡ C. 57321/28 [No. 8]: not printed. § No. 13. || No. 16. ¶ No. 56.
** See Annexure. †† No. 58031/28: not printed.

acquired its interest in the concession in April, 1923 (not 1928, as erroneously stated in the French note). Allied nationals were not "beneficiaries" in the alleged Concession at the relevant date, 30th October, 1918, and the French contention cannot be maintained.

8. It may incidentally be noted that as the relevant date for the presence of an Allied interest in a Concession has been fixed as 30th October, 1918, and as transactions between British and Turkish subjects were not rendered legal by Board of Trade Licence until 17th February, 1919, any acquisition of a British interest in a Concession subsequent to the outbreak of war and prior to the relevant date would be illegal; so that, in practice, and in so far as British interests are concerned, the view expressed in paragraph 4 of your letter of 28th May, 1925,* referred to above, that "beneficiaries" can only refer to the original grantees—or at any rate to Allied interests acquired before 30th October, 1914—may be correct.

9. The second argument advanced by the French group is alleged to be based on international law. It is, briefly, that, even if it can be proved that the Concession is not specifically maintained by the Concessions Protocol of Lausanne, it is maintained, or at any rate its beneficiaries are entitled to compensation in respect of its suppression, by general international law and practice. This argument was fully considered when the point was originally raised in the Colonial Office letter of 28th May, 1925,† referred to above. In paragraph 2 (b) of that letter, the view was expressed that "where a treaty is made which contains provisions with respect to concessions, it is exclusive, and Concession holders, whose Concessions are not maintained by the terms of the treaty, cannot claim that, nevertheless, they are maintained by principles of international law." In the Foreign Office reply of 19th June, 1925,‡ to that letter, it was stated that the Secretary of State was advised that the foregoing statement was correct, at any rate in so far as States who were parties to the treaty in question, and their nationals, were concerned. Nothing has occurred since the date of that letter to lead the Secretary of State to alter the opinion expressed therein; and, since France is a party to the Concessions Protocol, it appears that a strong case can be made against the French claim on this ground.

10. The further argument in the French group's draft note, to the effect that this view would invalidate Concessions granted to Turks in territory remaining Turkish, is obviously irrelevant. Questions between Turks in territory remaining Turkish are naturally not touched upon by the Treaty, since they do not concern any of the other contracting Powers.

11. In view of the foregoing considerations, the subsequent contention advanced by the French group, that the claimants to the Concession are entitled to an indemnity clearly lacks all foundation, as does also the argument based on Article 9 of the Mandate regarding the guarantee of existing rights. Since no "rights" exist, there can be no question of their guarantee. It is indeed clear that the reference to the Palestine Mandate has been inserted in the draft with the sole object of enabling the French group to employ the threat of a possible reference to the Hague Court under Article 26.

12. Mr. Amery will notice that the group no longer attempt to appeal to Article 65 of the Treaty of Lausanne, as was done by the original British claimants. The applicability of that Article to a Concession of this type was discussed in paragraph 3 of the Foreign Office letter of 19th June, 1925, referred to above. It is true that the Law Officers' report of 10th December, 1928,‡ in connexion with the Bagdad Railway claim (of which a copy was enclosed in Mr. Hall's letter of 2nd January, 1929,§ to Mr. Seymour) suggests the possibility of Article 65 being regarded as applicable to concessionary rights as well as to physical property, but it seems clear that no claim to the return of such concessionary rights under that Article could be put forward where no attempt has in fact been made to exercise them.

13. In these circumstances the Secretary of State proposes, subject to such observations as Mr. Amery may desire to offer on the question, to return a reply to the French Ambassador's note and its enclosure on the lines indicated above.

I am, &c.,
H. J. SEYMOUR.

* No. 13. † No. 16. ‡ No. 57A in Volume VIII of L.O.O. Series.
§ C. 58031/28: not printed.

Annexure to No. 62.

CLAIMS OF THE IMPERIAL OTTOMAN BAGHDAD RAILWAY COMPANY AGAINST HIS
MAJESTY'S GOVERNMENT IN RESPECT OF THE CONCESSION GRANTED TO
THEM BY THE TURKISH GOVERNMENT IN 1903.

CASE FOR THE OPINION OF THE LAW OFFICERS.

HEREWITH are sent:—

1. The Treaty of Peace with Turkey and other instruments.*
2. Convention made between the Imperial Ottoman Government and the Ottoman Anatolian Railway Company in 1903, and accompanying documents.*
3. Case and Opinion of the Law Officers in the matter of the claim by Messrs. Edwards and Henry.†

Questions have arisen with regard to the position of the concession granted by the Turkish Government to the Baghdad Railway Company in territory part of which now belongs to 'Iraq, and it is possible that the Company may allege that it is entitled to continue in enjoyment of the concession granted by the Turkish Government or alternatively that it is entitled to compensation under the Treaty of Lausanne or otherwise. His Majesty's Government accordingly desire to be advised by the Law Officers in the matter.

Document 2. By the Convention known as the Baghdad Railway Convention of 20th February, 1903, the Imperial Ottoman Government (herein referred to as the Turkish Government) granted a concession for the construction and working of an extension of the line from Konia to Baghdad and Basra. The concession was for 99 years. The concession was actually granted to the Ottoman Anatolian Railway Company, but provision was made in the Convention for the creation of a new Company which was to be an Ottoman Joint Stock Company and to be known as the Imperial Ottoman Baghdad Railway Company (herein referred to as the Baghdad Railway Company). The Convention provided that when this Company had been duly formed the rights granted by the Concession were to be handed over to it, and as soon as this was done the Ottoman Anatolian Railway Company thereupon ceased to have any interest in the Concession except in so far as they might be the owners of shares in the Baghdad Railway Company.

The Baghdad Railway Company was duly formed in accordance with the Convention as an Ottoman Company. It has a share capital of £600,000 divided into 30,000 shares of £20 each, which are bearer shares.

Document 2 translation on p. 37. The Law Officers are referred for details of the Convention to the copy of that document which accompanies this case, but its general effect may be summarized as follows:—

The Company was to undertake to build a new line of railway from Konia to Basra and to maintain it during the period of the concession (Art. 16). Art. 4 gives a time limit for the construction, viz., 8 years—but this could be extended if loans were not forthcoming, or there was a war between European powers. They were given the right to levy tolls and had to deposit a certain sum as guarantee for the performance of the provisions of the concession, which in certain events they might recover. The Turkish Government undertook to pay an annuity of 11,000 francs per kilometre constructed, and a contract sum of 4,500 francs per annum to the Company during the period of concession.

The Government reserved the right to withdraw the concession at any time on the payment of compensation (Art. 19).

The line was to be considered as divided into sections of 200 km. in length and by Article 29, if the Concessionaires failed to carry out their obligations for each section within the appointed time, their concessionary rights became forfeit after due notice from the Turkish Government.

Document 2 p. 70. In 1908 the Turkish Government decided to extend the line for a further 840 kilometres, which were to be completed within eight years, and a supplementary Convention was framed for that purpose. Its text will be found at the end of the earlier Convention, but though for completeness reference is made to it it does not seem to affect the questions now under consideration.

* Not reproduced.

† Nos. 26 and 27.

It will be observed that under Article 35 of the Convention the Turkish Government undertook to issue certain bonds for the purpose of providing funds to meet the annuity above mentioned and that the Baghdad Company pledges the line to the bondholders as part of their security.

The bonds in question are outstanding and the interest upon them is in arrears, but it is understood that no steps have been taken by the bondholders to enforce their rights (if any) in respect of the pledge to them.

In the circumstances it is thought that for the purpose of the present case it is not necessary to consider especially the position of the bondholders, inasmuch as they cannot presumably have any greater rights than the Company itself.

The Baghdad Railway Company duly commenced operations and before the outbreak of war the Company had built in 'Iraq a railway line from Baghdad to Samarra, which is approximately 70 miles north of Baghdad. The Baghdad Railway Company being a Turkish Company, continued, it is understood, to carry on the construction of the Railway up to the time when the territory of 'Iraq was occupied by the British military forces. During such military occupation a line from Basra to Baghdad was constructed by the British Authorities, and the British Authorities also extended the line (already constructed from Baghdad to Samarra) to Sharquat, which is approximately 100 miles north of Samarra, and it is understood that the route followed was almost identical with that contemplated in the Baghdad Railway Concession. Since the cessation of hostilities no steps have been taken by the Baghdad Railway Company under the Concession in regard to the construction of any part of the Railway in 'Iraq, though it is understood that certain steps have been taken with regard to that part of the Railway which is situated in the territory which remains part of Turkey.

Under Article 260 of the Treaty of Versailles, the Reparation Commission were entitled to demand that the German Government should become possessed of any rights or interests of German nationals in any concession operating in (among other countries) Turkey and might require the German Government to transfer such rights to the Commission. In fact, 13,510 shares in the Baghdad Railway Company were so acquired and transferred. The shares were apparently at that time under the control of the Deutsche Bank, who had given an option on them to the Ottoman Anatolian Railway Company. This option was to expire on the 31st December, 1926, but the Deutsche Bank has apparently attempted to extend the option, notwithstanding the fact that in the meanwhile the shares had been handed over to the Reparation Commission. The Reparation Commission have declined to recognise the extension of the option.

Document 1 p. 203.

A Protocol annexed to the Treaty of Lausanne (p. 203 of the print herewith) makes special provision with regard to concessions granted by the Turkish Government.

Article 1 provides that concessionary contracts entered into before the 29th October, 1914, between the Turkish Government and nationals, including Companies of the Contracting Powers other than Turkey were maintained. It is to be observed here that both the Anatolian and the Baghdad Railway Companies were Turkish Companies and Article 1 does not, therefore, apply, unless it applies by virtue of Article 10 which possibility is discussed later.

Document 1 p. 209.

Article 9 of the same Protocol further provides that "in territories detached from Turkey under the Treaty of Peace signed this day the State which acquires the territory is fully subrogated as regards the rights and obligations of Turkey towards the nationals of the other Contracting Powers, and Companies in which the capital of the nationals of the said Powers is preponderant, who are beneficiaries under concessionary contracts entered into before the 29th October, 1914." The subrogation was to take effect as from the 30th October, 1918.

Several difficulties arise on the interpretation and construction of this Article.

In the first place it is not clear what is the material date for ascertaining whether the capital of the Contracting Powers in the Company owning the Concession is preponderant. The alternatives appear to be (a) the 30th October, 1918, (b) the 23rd July, 1923, or (c) the 6th August, 1924.

The 30th October, 1918, is the date as on which subrogation takes place and inasmuch as the subrogation is to be in respect of rights and obligations towards a certain class of persons on a certain date, it would appear reasonable to assume that the class must itself be ascertained on that date.

The 23rd July, 1923, is the date when the Protocol was signed. As no date for ascertainment is mentioned in the Article and there are no provisions in the Protocol for ratification, such as are to be found in the Treaty itself, it is arguable that the proper date is the date of signature. The 6th August, 1924, is the date of the ratification of the Treaty, appears to be the only possible alternative if the other two dates are rejected.

Secondly the question arises whether, on whatever may be the relevant date, the capital of nationals of Contracting Powers other than Turkey was preponderant.

The distribution of share capital in July, 1923, was approximately as follows:—

	Shares.
Reparation Commission	13,510
The Ottoman Bank (A Company registered in Turkey but which held shares in the Baghdad Railway Company on behalf of a French Group)	8,500
Anatolian Railway Co. (A Company registered in Turkey but whose chief shareholders were the Swiss Bank Corporation. The remaining shareholders are not known, but the Reparation Commission had a small holding	3,000
Turkish Government	3,000
Banca Commerciale Italiana	480
Residue held by the Swiss and others	1,510

In October, 1918, the distribution of shares was substantially the same, except that the shares mentioned in the above Table as belonging to the Reparation Commission were held by German nationals.

In August, 1924, the distribution was the same as in 1923, except that the Anglo-Turkish Trust Company (a British Company with British shareholders) are understood to have obtained an option to purchase the Swiss Bank's interest in the Anatolian Railway.

If the 30th October, 1918, be the correct date, it is clear that the preponderant share of the capital of the Company was not held by nationals of the Contracting Powers other than Turkey, since on that date German nationals and the Turkish Government together held 16,510 shares.

If however one of the later dates be correct, it becomes material to consider whether the shares held by the Reparation Commission are to be regarded as the capital of Allied nationals for the purposes of Article 9.

As regards the legal title to the shares it is suggested that the distinction which is drawn in the Article and in the Treaty generally between "nationals" on the one hand and "Contracting Powers" on the other hand is a clear indication that a holding of an inter-allied Commission such as a Reparation Commission cannot properly be regarded as a holding by a national for this purpose. So far as is known, no definition of "national" occurs in the Treaty, but Article 64 which is the first Article in Part III defines "Allied nationals" as including physical persons. Companies and Associations of the Contracting Powers other than Turkish. It is submitted that Associations ("Associations et établissements") does not include such a body as the Reparation Commission.

It may however be that on the true construction of Article 9 the legal title to these shares is not conclusive and that regard must be had to the persons ultimately interested. Even so the interest of the nationals of the Allied Powers in the shares themselves is remote.

If the Law Officers should be of opinion that the correct date for the purpose of Article 9 is either 1923 or 1924 and also that the holding by the Reparation Commission is to be taken into account in determining whether on the relevant date the capital of nationals of the Allied Powers was preponderant, further questions will arise as to the exact position of the shares held by the Ottoman Bank; but as precise information on this point is difficult to obtain, it has been decided not to delay the present case. The only available information about the holding of this Bank is that the shares are held by the Bank on behalf of a French Group, but the precise relationship between the Bank and the French nationals concerned is not known. It may be that the Bank are no more than custodians of the shares (which are bearer shares), and that the property is that of the French nationals concerned; and if this be so, there can be no doubt that these shares must be included amongst those held by Allied nationals. On the other hand it may be that the legal ownership is that of the Bank, and in this case a further question as to the nationality of the Bank itself might conceivably arise, inasmuch as a large number of its shareholders are possibly Allied nationals.

Having regard however to the opinion expressed by the Law Officers in connection with the claim of the Standard Oil Company in relation to damage suffered by the Romana Americana Oil Company, it is submitted that the nationality of the Ottoman Bank falls to be decided by the place of registration, and on this view it is clearly a Turkish Company.

It may also be that the option obtained by the Anglo-Turkish Trust Company in 1924 affects the nationality of the holding of the Anatolian Railway Company, but for the purposes of the questions now submitted to the Law Officers this point is immaterial.

If it is decided that Article 9 does apply, the consequence will be that Article 1 will likewise apply, because by Article 10 of the Protocol it is specially provided that, with certain immaterial exceptions, the earlier Articles of the Protocol shall apply to such contracts and concessions as come under Article 9.

The concession is therefore definitely maintained and the State which acquires the territory is fully subrogated as regards the rights and obligations of Turkey under the concession.

If Article 9 applies, the further question arises whether there is any obligation on the part of H.M. Government or the Iraq Government to readapt the concession as provided by Article 4. With regard to readaptation of concessions, there is a time limit fixed by Article 5, the effect of which appears to be that in default of prior agreement the adaptation to be made shall be fixed by two experts to be mutually agreed within two months after the expiration of one year from the date of the ratification of the Treaty. No steps have been taken by the Baghdad Company to claim the appointment of these experts, and it may therefore be that their rights have lapsed.

Two further references must be made to the Protocol and the documents accompanying it before turning to the Treaty itself.

There is attached to the Protocol the following Declaration by the Turkish delegates:—

"The Undersigned, duly authorised, declare that the Turkish Government undertakes to apply the provisions of Section 1 of the Protocol of to-day's date with respect to certain concessions granted in the Ottoman Empire, to Ottoman companies in which on the 1st August, 1914, the capital of nationals of the other Powers party to that Protocol was preponderant.

"Done at Lausanne, the 24th July, 1923.

"M. ISMET,
DR. RIZA NOUR,
HASSAN."

and at page 239 of the Treaty of Peace and other instruments will be found the following letter from Ismet Pasha to the President of the Third Committee:—

"Lausanne, July 24, 1923.

"Your Excellency,

"I have the honour to inform you that the concession contracts, as well as the subsequent agreements referring thereto, duly concluded before the 29th October, 1914, with the Ottoman Government in regard to the following undertakings are maintained: Anatolian Railway, Baghdad Railway, Mersina-Adana Railway, Oriental Railways and Haider-Pasha Harbour. The clauses of the said contracts and agreements will, within period of one year to be reckoned from the coming into force of the Treaty of Peace of to-day's date, be brought into conformity with the new economic conditions.

"I avail myself, &c.,
"M. ISMET.

"To the President of the Third Committee
of the Peace Conference."

It is submitted that the Declaration does not apply to the present Concession, because in August, 1914, the capital of the nationals of the other Powers party to the Protocol was not preponderant, the Deutsche Bank being holders of 13,510 shares and the Turkish Government of 3,000.

With regard to Ismet Pasha's letter, it is submitted that the specific undertaking to maintain the Baghdad Railway concession can only relate to that part of the concession which related to the territories which remained part of Turkey after the Treaty.

Moreover if this were not so, it is submitted that the Declaration and letter, being by their express terms merely unilateral, cannot be regarded as imposing any obligation upon the Contracting Powers other than Turkey.

If Article 9 of the Protocol does not apply, certain further considerations arise. It may be that, although the concession does not come within the class of concessions

p. 211 of
Document 1.

p. 239 of
Document 1.

which H.M. Government has expressly undertaken in the Concessions Protocol to maintain, yet by reason of general rules of international law, H.M. Government, or alternatively the 'Iraq Government, may in fact be under an obligation to maintain the concession. It is however suggested that the explicit recognition of certain concessions by the Protocol involves the corollary that there was no obligation to maintain concessions not coming within those classes.

It is understood that no steps have been taken by H.M. Government or by the 'Iraq Government which could be relied on by the Company as amounting to a recognition of the continued validity of the Concession.

The questions which arise in connection with the possible application of general rules of international law have already been submitted to the Law Officers for their opinion in relation to a claim advanced by Mr. W. M. Edwards and Major Henry in respect of rights to a Concession granted by the Ottoman Government in 1911 for the exploitation of certain mineral resources of the Dead Sea. A copy of the Case submitted to the Law Officers and of their Opinion is sent herewith (document 3).*

Document 3.
p. 53 of
Document 1.

The final question which appears to arise is whether the Baghdad Railway Company have any rights under Article 65 of the Treaty of Lausanne. The Article defines three categories into which the Concession or rights in connection therewith might conceivably fall:—

(a) Property, rights, and interests, which still exist and can be identified and which belong to Turkish nationals in territories detached from the Ottoman Empire under the Treaty and which may have been subjected to liquidation or any other exceptional measure whatever on the part of the Allied Powers, are to be immediately restored to the owners in their existing state.

(b) Property, rights, and interests, situate in territory detached from the Ottoman Empire under the Treaty which after having been subjected by the Ottoman Government to an exceptional war measure were at the date of the Treaty in the hands of the contracting power exercising authority over the said territory and which can be identified, are to be restored to the owners in their existing state.

(c) Immovable property situate in territory detached from the Ottoman Empire under the treaty which may have been liquidated by the contracting power exercising authority over the said territory, to which the same provisions are applied.

With regard to any claim under category (c), it is understood that certain land situate near Baghdad has in fact been restored to the Company, but not the property and land relating to the 70 odd miles of track between Baghdad and Samarra laid by the Company before the War in 'Iraq and this still remains the property of H.M. Government but the management of it has been handed over to the 'Iraq Government.

With regard to any other claims to restoration of its rights by the Company, it is submitted that the Article can only relate to rights *in rem* such as mortgages and proprietary rights generally and cannot include rights of a merely contractual nature. Even if this is not so, it is difficult to see how the concession, as such, can be said to be properly situate in territory detached from Turkey or to be in the hands of a Contracting Power. It is submitted that the fact that special provision has been made in the protocol for concessionary contracts, and in Articles 73, 74 and 75 of the Treaty for contracts other than concessionary contracts, strongly supports this view. It has been suggested that, inasmuch as the Company has not put in a claim before the Mixed Arbitral Tribunal under Article 65, its rights (if any) have lapsed. This view however appears to be open to considerable doubt, as the jurisdiction of the Mixed Arbitral Tribunal, under the Article is limited to the settlement of disputes as to identity of property and the consideration of the adequacy of amounts received in cases where the property in question has been liquidated. There does not appear to be much prospect of any dispute on either of these two points and the obligation to restore the property if identifiable and in the hands of the Contracting Power seems to be independent of any question of the jurisdiction of the Tribunal.

p. 59-61 of
Document 1.

THE LAW OFFICERS ARE ACCORDINGLY REQUESTED TO ADVISE:—

- (1) In interpreting Article 9 of the Concessions Protocol, which date is to be taken as the correct date for ascertaining the preponderant interest in the capital of a company holding a concessionary contract.

* Nos. 26 and 27.

- (2) For the purpose of ascertaining whether the capital of Allied Nationals in the Baghdad Railway Company was preponderant on the relevant date—

- (a) are the 13,510 shares held by the Reparation Commission to be regarded as the capital of nationals of the Allied Powers?
- (b) assuming the Ottoman Bank to be the legal owner of the shares held by it, is its national character to be conclusively determined by the fact that it is a Turkish Company or is enquiry into the nationality of the Bank's shareholders necessary?

- (3) If as the result of the answers to the foregoing questions it is found that the capital of nationals of Allied powers in the Baghdad Company was preponderant on the relevant date and therefore that the Concession falls within Article 9 of the Protocol, whether the Company are entitled to demand re-adaptation of the Concession under Articles 4 and 5 of that Protocol; and if not, whether the Company are entitled to insist on the Concession being maintained in its present form.

- (4) Whether under Article 65 of the Treaty of Lausanne the Company are entitled to demand the restoration to them (a) of any immovable property physically situate in 'Iraq which formerly belonged to them, and/or (b) any rights which, but for the war, they would have been entitled to exercise in 'Iraq by virtue of their Concession.

OPINION OF THE LAW OFFICERS OF THE CROWN.

1. We are of opinion that, for the purposes of Article 9 of the Concessions Protocol, the correct date for ascertaining the preponderant interest in the capital of a company holding a concessionary contract is the 30th October, 1918. The subrogation is to have effect as from that date and it seems to us necessarily to follow that the companies affected by the subrogation should be ascertained on the same date.

2. In view of our answer to the first question, this question is not relevant to the present case, but we are of opinion:—

- (a) that the shares in question cannot be regarded as the capital of nationals of the Allied Powers;
- (b) that the National character of the Ottoman Bank is conclusively determined by the fact that it is a Turkish Company.

3. This question does not arise having regard to the foregoing answers.

4. We are of opinion that under Article 65 of the Treaty of Lausanne the Company are entitled to the restoration of any immovable property physically situate in 'Iraq which formerly belonged to the Company but that the provisions of Article 65 do not apply to rights which were conferred on the Company by the concession but have not been exercised.

DOUGLAS MCGAREL HOGG.
T. W. H. INSKIP.

Law Officers' Department,
17th October, 1927.

C. 67055/29 [No. 5].

No. 63.

COLONIAL OFFICE to FOREIGN OFFICE.

[Answered by No. 64.]

SIR,
Downing Street, 1st March, 1929.
I AM directed by Mr. Secretary Amery to acknowledge the receipt of your letter of the 22nd of February,* relative to the claim made by a French group in respect of a Concession granted by the Porte to Ottoman subjects in 1913 for the extraction of certain salts from the waters of the Dead Sea.

* No. 62.

2. Mr. Amery does not desire to offer any observations on the arguments employed in your letter. He is entirely in agreement with the suggestion that a reply on the lines indicated in that letter should be returned to the note from the French Ambassador and the enclosure thereto.

3. I am, however, to suggest that, since the prolonged negotiations with Mr. Novomeysky and Major Tulloch are now approaching completion, the French Ambassador should be informed that His Majesty's Government having considered the arguments advanced in the enclosure to his note and being advised that the claim made has no legal sanction, are proceeding with the final stages of their negotiations with the persons to whom, after the public invitation of tenders, it was decided in principle to grant the Dead Sea Salts Concession.

Yours, &c.,
T. I. K. LLOYD.

C. 67055/29 [No. 7A].

No. 64.

MR. G. W. RENDEL (FOREIGN OFFICE) to MR. T. I. K. LLOYD (COLONIAL OFFICE).

[Answered by No. 65.]

DEAR LLOYD,

Foreign Office, S.W.1, 6th March, 1929.

FOLLOWING on our conversation over the telephone this morning, I send you herewith a copy of the draft reply to the French Ambassador which we have prepared on the lines suggested in our letter of 22nd February* to you, and your letter of 1st March† to us.

We have not yet submitted this draft to our higher authorities here; but, before we do so, we think it would be as well that you should see it and concur in the argument. As I explained over the telephone, the position now is that our case rests entirely on the question of the date on which it is necessary that an Allied beneficiary interest should have existed. We are, of course, on strong ground on this point, in view of the terms of the last sentence of Article 9 of the Concessions Protocol itself, and of the Law Officers' opinion of 17th October, 1927,‡ in connexion with the Bagdad Railway claim. It is possible, however, that the French may nevertheless contest our view, particularly as the wording of Article 9 of the Concessions Protocol is not quite as clear as it might be.

We are anxious to submit the draft as soon as possible, and I should therefore be grateful if you would let me have a very early reply.

Yours, &c.,
G. W. RENDEL.

Enclosure in No. 64.

DRAFT NOTE TO FRENCH AMBASSADOR.

His Excellency

Monsieur A. de Fleuriau.

YOUR EXCELLENCY,

March, 1929.

I HAVE the honour to inform Your Excellency that I have now considered, in consultation with the other Departments of His Majesty's Government concerned, your note of 9th February,§ in regard to the claim of a French group in respect of a Concession for the extraction of salt deposits from the Dead Sea, together with the draft note, which was enclosed therein, prepared by the French group, in reply to my note to you on this subject of 16th April|| last.

2. The arguments contained in the French group's draft note are based, firstly, on the terms of the Concessions Protocol of Lausanne, and secondly on general considerations of International Law and practice. I regret to inform Your Excellency that His Majesty's Government can regard neither of these arguments as convincing.

3. As regards the argument based on the Concessions Protocol, the French group admit in their draft note that the alleged Concession is excluded under Article 1, but contend that it is nevertheless covered by Article 9. Article 9 provides that States

* No. 62. † No. 63. ‡ See Annexure to No. 62. § No. 61. || No. 57.

acquiring territory detached from Turkey are fully subrogated "as regards the rights and obligations of Turkey towards the nationals of the other contracting Powers, and companies in which the capital of the nationals of the said Powers is preponderant, who are beneficiaries under concessionary contracts entered into before 29th October, 1914, with the Ottoman Government or any other Ottoman authority." The French group argue that this provision does not limit the Concessions which are maintained in the detached territories to those originally granted to Allied nationals or to companies in which Allied capital was predominant, or where Allied nationals were the "beneficiaries" under the original Concession, but that it also applies to Concessions granted to Ottoman subjects before the war, of which Allied nationals have subsequently become the "beneficiaries."

4. Even if this view be accepted, however, the question whether such pre-war Concessions are in fact maintained in the detached territories must depend, as is admitted by the French group themselves, on the date by which the Allied nationals concerned had acquired their beneficiary interest. As the French Government are aware, the last sentence of Article 9 provides that the date from which the subrogation of the new State to the rights and obligations of Turkey is to have effect is 30th October, 1918. Moreover, His Majesty's Government have been advised that, for the purposes of Article 9 of the Concessions Protocol, the correct date for ascertaining the preponderant interest in the capital of a company holding a concessionary contract, is also 30th October, 1918. If this is the correct date, for purposes of Article 9 of the Protocol, both for the subrogation of the new State to the obligations of Turkey, and for the determination of the preponderance of Allied capital in a company holding a Concession covered by the Protocol, it must a fortiori be taken to be the correct date for determining whether Allied nationals are or are not beneficiaries of a Concession in accordance with the terms of the Protocol; and His Majesty's Government cannot admit that that date is determined by the entry into force of the Protocol, as is contended in the French group's draft note. The British group having acquired its interest in the Concession in April, 1923 (not 1928 as erroneously stated in the enclosure in Your Excellency's note), Allied nationals were not beneficiaries in the alleged Concession at the relevant date of 30th October, 1918, and the contention advanced by the French group cannot therefore be maintained.

5. The second argument advanced by the French group is alleged to be based on International Law. It is, briefly, that even if it can be proved that the Concession is not specifically maintained by the Concessions Protocol of Lausanne, it is maintained, or at any rate its beneficiaries are entitled to compensation in respect of its suppression, by general International Law and practice. This argument, which was originally advanced by the British claimants to the Concession some years ago, has already been fully considered by His Majesty's Government, who have been advised that, where a treaty is made which contains provisions in respect to Concessions, it is exclusive, and Concession holders, whose Concessions are not maintained by the terms of the treaty, cannot claim that they are nevertheless maintained by principles of International Law. This principle is all the more applicable to the present case in view of the fact that France was herself a party to the Concessions Protocol, and therefore to the treaty arrangements limiting the Concessions which are to be regarded as maintained.

6. The further argument advanced in the French group's draft note, to the effect that this view would invalidate Concessions granted to Turks in territory remaining Turkish, can only be regarded as irrelevant. Questions between Turks, in territory remaining Turkish, are naturally not touched upon by the Lausanne settlement, since they do not concern any of the other contracting Powers; and they cannot, therefore, be invoked as affecting the natural interpretation of that settlement.

7. In view of the foregoing considerations, the subsequent contention advanced by the French group that the claimants to the alleged Concession are entitled to an indemnity, clearly lacks all foundation; as does also the argument based on Article 9 of the Mandate regarding the guarantee of existing rights. Since no such rights in fact exist, there can be no question of their guarantee, and the only object of the French group in introducing a reference to this Article of the Palestine Mandate would appear to be to enable them to introduce the immediately following reference to a possible appeal to the Hague Court under Article 26.

8. As I informed Your Excellency in my note of 17th January, it is not possible for His Majesty's Government to suspend action in this matter indefinitely. Notwithstanding the great delay which has occurred in the production of any reply to the arguments contained in my note of 16th April* of last year. His Majesty's Government

* No. 57.

have given the most careful consideration to the counter-arguments which have at length been produced by the French group in the draft note enclosed in your note of 9th February. As explained above, however, they are advised that these arguments possess no legal validity, and that the claim put forward by the French group to the alleged Concession has no legal sanction. In these circumstances, they regret that they now have no option but to regard the question as closed, and they are therefore proceeding with the final stages of their negotiations with the persons to whom, after a public invitation of tenders, it has been decided in principle to grant the Concession for the extract of bromide salts from the Dead Sea.

C. 67055/29 [No. 8].

No. 65.

MR. T. I. K. LLOYD (COLONIAL OFFICE) to MR. G. W. RENDEL (FOREIGN OFFICE).

DEAR RENDEL,

8th March, 1929.

PLEASE refer to your letter of the 6th of March,* with which you enclosed copies of the draft note to the French Ambassador about Dead Sea Salts.

As I told you on the telephone we are most anxious to avoid saying anything to the French that might in any way limit the lines of argument open to us if the French took the matter to the Hague. Even if we were satisfied beyond all question that "beneficiaries" in Article 9 of the Concessions Protocol did not mean original grantees we ought not, either directly or by implication, to concede that point to the French.

For this reason we think that the first line of paragraph 4 of your draft note should be altered to read as follows:—

"This view is not accepted by His Majesty's Government but, even if it were, the question whether"

One other point. As the Concession which we are now in process of negotiating is not confined to any particular class of salts the word "bromide" should be omitted from the last line of your draft.

Subject to its being amended as suggested in this letter, we concur in the draft note.

Yours, &c.,
T. I. K. LLOYD

C 67055/29 [No. 10].

No. 66.

FOREIGN OFFICE to THE FRENCH AMBASSADOR.

(Copy received in Colonial Office, 15th March, 1929.)

YOUR EXCELLENCY,

Foreign Office, S.W.1, 14th March, 1929.

I HAVE the honour to inform Your Excellency that His Majesty's Government have now considered your note of 9th February,† in regard to the claim of a French group in respect of a Concession for the extraction of salt deposits from the Dead Sea, together with the draft note, which was enclosed therein, prepared by the French group, in reply to my note to you on this subject of 16th April last.‡

2. The arguments contained in the French group's draft note are based firstly on the terms of the Concessions Protocol of Lausanne, and secondly, on general considerations of International Law and practice. I regret to inform you that His Majesty's Government cannot regard either of these arguments as convincing.

3. As regards the argument based on the Concessions Protocol, the French group admit in their draft note that the alleged Concession is excluded under Article 1, but contend that it is nevertheless covered by Article 9. Article 9 provides that States acquiring territory detached from Turkey are fully subrogated "as regards the rights and obligations of Turkey towards the nationals of the other contracting Powers, and companies in which the capital of the nationals of the said Powers is preponderant, who are beneficiaries under concessionary contracts entered into before 29th October, 1914, with the Ottoman Government or any other Ottoman authority." The French group argue that this provision does not limit the Concessions which are

* No. 64.

† No. 61.

‡ No. 57.

maintained in the detached territories to those originally granted to Allied nationals or to companies in which Allied capital was predominant, or where Allied nationals were the "beneficiaries" under the original Concession, but that it also applies to Concessions granted to Ottoman subjects before the war, of which Allied nationals have subsequently become the "beneficiaries."

4. This view is not accepted by His Majesty's Government, but even if it were, the question whether such pre-war Concessions are in fact maintained in the detached territories must depend, as is admitted by the French group themselves, on the date by which the Allied nationals concerned had acquired their beneficiary interest. As the French Government are aware, the last sentence of Article 9 provides that the date from which the subrogation of the new State to the rights and obligations of Turkey is to have effect is 30th October, 1918. Moreover, His Majesty's Government have been advised that, for the purposes of Article 9 of the Concessions Protocol, the correct date for ascertaining the preponderant interest in the capital of a company holding a concessionary contract is also 30th October, 1918. This being the correct date for the purposes of Article 9 of the Protocol, for determining both the subrogation of the new State to the obligations of Turkey, and the preponderance of Allied capital in a company holding a Concession covered by the Protocol, it must a fortiori be taken to be the correct date for determining whether Allied nationals are or are not beneficiaries of a Concession in accordance with the terms of the Protocol; and His Majesty's Government cannot admit that that date is determined by the entry into force of the Protocol, as is contended in the French group's draft note. The British group having acquired its interest in the Concession in April, 1923 (not 1928 as erroneously stated in the enclosure in your note), Allied nationals were not beneficiaries in the alleged Concession at the relevant date of 30th October, 1918, and the contention advanced by the French group cannot therefore be maintained.

5. The second argument advanced by the French group is alleged to be based on International Law. It is, briefly, that even if it can be proved that the Concession is not specifically maintained by the Concessions Protocol of Lausanne, it is maintained, or at any rate its beneficiaries are entitled to compensation in respect of its suppression, by general International Law and practice. This argument, which was originally advanced by the British claimants to the Concession some years ago, has already been fully considered by His Majesty's Government, who have been advised that, where a treaty is made which contains provisions in respect to Concessions, it is exclusive, and concession holders, whose Concessions are not maintained by the terms of the treaty, cannot claim that they are nevertheless maintained by principles of International Law. This principle is all the more applicable to the present case in view of the fact that France was herself a party to the Concessions Protocol, and therefore to the treaty arrangements limiting the concessions which are to be regarded as maintained.

6. The further argument advanced in the French group's draft note, to the effect that the acceptance of this principle would involve the invalidation of Concessions granted to Turks in territory remaining Turkish, can only be regarded as irrelevant. Questions between Turks, in territory remaining Turkish, are naturally not touched upon by the Lausanne settlement, since they do not concern any of the other contracting Powers; and they cannot therefore be invoked as affecting the interpretation of that settlement.

7. In view of the foregoing considerations, the subsequent contention advanced by the French group that the claimants to the alleged Concession are entitled to an indemnity, clearly lacks all foundation; as does also the argument based on Article 9 of the Mandate for Palestine regarding the guarantee of existing rights. Since no such rights in fact exist, there can be no question of their guarantee, and the only object of the French group in introducing a reference to this Article of the Palestine Mandate appears to be to enable them to introduce the immediately following reference to a possible appeal to the Permanent Court of International Justice under Article 26.

8. As I informed you in my note of 17th January,* it is not possible for His Majesty's Government to suspend action in this matter indefinitely. Notwithstanding the great delay which has occurred in the production of any reply to the arguments contained in my note of 16th April† of last year, His Majesty's Government have given the most careful consideration to the counter-arguments which have at length been produced by the French group in the draft note enclosed in your note of 9th February.‡ As explained above, however, they are advised that these arguments possess no legal validity, and that the claim put forward by the French group to the

* No. 60.

† No. 57.

‡ No. 61.

alleged Concession has no legal sanction. In these circumstances, they regret that they now have no option but to regard the question as closed, and they are therefore proceeding with the final stages of their negotiations with the persons to whom, after a public invitation of tenders, it has been decided in principle to grant the Concession for the extract of salts from the Dead Sea.

I have, &c.,
(for the Secretary of State),
MONTEAGLE.

C. 67055/29 [No. 17].

No. 67.

FOREIGN OFFICE to COLONIAL OFFICE.

[Answered by No. 68.]

SIR,

Foreign Office, S.W.1, 13th June, 1929.

WITH reference to Foreign Office letter of 14th March,* relative to the claim of a French group in respect of a Concession for the extraction of salt deposits from the Dead Sea, I am directed by Mr. Secretary Henderson to transmit to you, to be laid before the Secretary of State for the Colonies, the accompanying copy of a note from the French Ambassador, conveying a proposal from his Government for the submission of this dispute to the Permanent Court of International Justice at the Hague.

2. The Secretary of State will be glad to receive Mr. Webb's observations regarding the reply which should be returned to Monsieur de Fleuriau's note, in the light of the following considerations.

3. It will be seen that the French Government do not as yet advance the plea that they are entitled to bring this case before the Hague Court, but merely express the view that a recourse to arbitration is the only means of solving the dispute, and inquire whether His Majesty's Government are prepared to submit "this affair" to the Hague Court. They do not, moreover, make any answer to the detailed arguments set forth in Sir Austen Chamberlain's note of 14th March, in refutation of the thesis put forward by the French group in the "draft" which was enclosed in Monsieur de Fleuriau's note of 9th February,† and His Majesty's Government have not hitherto received any reasoned statement for which the French Government (as distinct from the French group) accept responsibility. It thus seems possible that the French Government may realize the weakness of the French group's case, and may be actuated solely by the desire to extricate themselves, by means of a resort to arbitration, from the difficult position created for them by pressure from the French group. In these circumstances it may be considered advisable in the first instance to elicit from the French Government a precise statement of the questions which they have in view for submission to the Hague Court; and Mr. Henderson is prepared, if Mr. Webb so desires, to approach the French Government accordingly.

4. It is, however, necessary to consider also what course will be open to His Majesty's Government if the French Government contend that they are entitled to take this case to the Hague Court under Article 26 of the Mandate for Palestine. A similar question arose in connexion with the claims advanced by the Greek Government on behalf of Monsieur Mavrommatis to certain Concessions in Jaffa and Jerusalem. On that occasion His Majesty's Government filed a preliminary objection to the dispute being entertained by the Court under Article 26 of the Mandate, on the grounds that (1) the dispute was not between the Mandatory and a Member of the League of Nations but between the Mandatory and a private individual; (2) the dispute could have been settled by negotiation; (3) the dispute did not relate to the interpretation or application of the Mandate; and (4) the terms of the Mandate itself were supplemented by the provisions of the Lausanne Concessions Protocol, which instrument did not entitle Monsieur Mavrommatis to bring his dispute before the Court. So far as the Jerusalem Concessions were concerned, the contentions of His Majesty's Government on all these points were overruled by the Court, and Mr. Henderson is advised that the Court would no doubt give a similar decision if His Majesty's Government were to advance, in the present case, objections similar to those set out above under (1) and (2). As regards point (3), however, there is considerable difference between the present case and that of Monsieur Mavrommatis. The Greek Government invoked Article 11 of

* No. 66.

† No. 61.

the Mandate, whereas the French group appeal to Article 9, presumably to the first paragraph which runs as follows:—"The Mandatory should be responsible for seeing that the judicial system established in Palestine shall ensure to foreigners, as well as to natives, a complete guarantee of their rights." Mr. Henderson is advised that the only line on which His Majesty's Government can resist the French argument on this point is that already followed in paragraph 7 of Sir Austen Chamberlain's note of 14th March to Monsieur de Fleuriau, namely that there cannot be any question of guaranteeing rights which do not in fact exist, and that the sole object of the French group in introducing the reference to Article 9 was to enable them to introduce the immediately following reference to a possible appeal to the Hague Court under Article 26. It may therefore be thought desirable to consider the possibility of filing a preliminary objection to proceedings in the Hague Court, based on the theory that since in fact the French group have no rights within the meaning of Article 9, the dispute is not one which falls within Article 26. It is possible that the Court might uphold this objection, but this cannot be predicted with any certainty. The wording of Article 26 of the Mandate containing the phrase "any dispute whatever" is relating to the interpretation or the application of the provisions of the Mandate, is so wide in character that it seems doubtful whether the Court would go to the length of ruling that this dispute lies outside its competence. Apart from a preliminary objection on this ground, Mr. Henderson does not see what steps could be taken to prevent the reference of this dispute to the Hague Court, should the French Government press for it. It appears that the French are in any case entitled to have the preliminary question of jurisdiction settled by the Hague Court itself; and if, as appears to be likely, this preliminary question were to be decided in favour of the French, His Majesty's Government would have to rely on their defence to the main claim. So far as the main claim is concerned, Mr. Henderson is advised that the arguments, based on the Concessions Protocol, which have already been set forth in Sir Austen Chamberlain's note of 14th March to Monsieur de Fleuriau, could be urged before the Hague Court with good prospects of success.

I am, &c.,
MONTEAGLE.

Enclosure in No. 67.

PAR Sa note du 14 mars 1929, Son Excellence le Principal Secrétaire d'Etat de Sa Majesté Britannique pour les Affaires Etrangères a bien voulu faire savoir à l'Ambassadeur de France que le Gouvernement Britannique n'estimait pas possible d'admettre les demandes du groupe français, tendant à obtenir la Concession de sels de brome dans la Mer Morte, qui lui avaient été présentées par le Gouvernement Français.

L'Ambassadeur de France a transmis cette réponse à son Gouvernement, qui l'a examinée. Celui-ci est arrivé à la conclusion que seul un recours à l'arbitrage est susceptible de résoudre la divergence de points de vue qui s'est manifestée dans cette question.

M. Briand a prié en conséquence M. de Fleuriau de faire connaître ces dispositions à Sir Austen Chamberlain et de lui demander si, de son côté, le Gouvernement Britannique est prêt à soumettre cette affaire à la Cour de Justice Internationale de La Haye.

Une fois l'accord établi sur la question de principe, les deux Gouvernements étudieraient ensemble les modalités dudit arbitrage.

M. de Fleuriau saisit cette occasion pour renouveler à Sir Austen Chamberlain l'assurance de sa haute considération.

Ambassade de France à Londres,
Albert Gate House,
1er juin 1929.

C. 67055/29 [No. 18].

No. 68.

COLONIAL OFFICE to FOREIGN OFFICE.

[Answered by No. 69.]

SIR,

Downing Street, 4th July, 1929.

I AM directed by Lord Passfield to acknowledge the receipt of your letter of the 13th of June,* transmitting a copy of a note from the French Ambassador regarding the proposal of his Government that the claim of the French group in respect of the Dead Sea Salts Concession should be submitted to the Permanent Court of International Justice at the Hague.

2. I am to request that you will inform Mr. Secretary Henderson that having regard to the history and the circumstances of this claim, Lord Passfield is unable to agree to the suggestion made by the French Government that the case should be submitted to arbitration. It does not appear therefore that any useful purpose would be served by asking the French Government for a statement of the question which they have in view for submission to the Hague Court, as is suggested in paragraph 3 of your letter, and, indeed, it is a matter for consideration whether such a request could not be regarded as a first step towards an agreement to arbitrate. This, however, is a technical point on which Lord Passfield feels that Mr. Henderson is better able to judge.

3. In regard to the question of compulsory arbitration, Lord Passfield agrees generally with the views expressed in your letter, and he is of the opinion that if the French Government claim the right to take the case to the Hague His Majesty's Government should contest the case upon jurisdiction and upon every other point in every way and at every stage.

I am, &c.,
H. R. COWELL.

C. 67055/29 [No. 22].

No. 69.

FOREIGN OFFICE to COLONIAL OFFICE.

[Answered by No. 70.]

SIR,

Foreign Office, S.W.1, 20th July, 1929.

I AM directed by Mr. Secretary Henderson to acknowledge the receipt of your letter of 4th July,† relative to the attitude to be assumed by His Majesty's Government towards the proposal of the French Government that the claim of the French group in respect of the Dead Sea Salts Concession should be submitted to arbitration before the Permanent Court of International Justice at the Hague.

2. In view of the considerations set forth in your letter, the Secretary of State proposes to address to the French Ambassador a note, the draft of which is enclosed herein; and he will be glad to learn at an early date whether Lord Passfield concurs in its terms. I am to explain that in the preparation of the draft note, special attention has been given to the following considerations.

3. The French Government have the right—and it is clear that they are well aware of this fact—to bring this case before the Permanent Court in order to obtain a decision on the question whether the action of His Majesty's Government is inconsistent with the Palestine Mandate.

4. If the French Government decide to avail themselves of this right, it will be open to His Majesty's Government in the United Kingdom to contest the jurisdiction of the Court and to ask that the case be dismissed on the preliminary objection that no question involving the interpretation or application of the Mandate had arisen. Should this contention fail and the Court decide that it will hear the case on its merits, it will be open to His Majesty's Government to urge in opposition to the French claim any and every point which may be considered valid.

* No. 67.

† No. 68.

5. The request formulated in Monsieur de Fleuriau's note of 1st June was that His Majesty's Government should agree to a resort to arbitration; and the Secretary of State is disposed to consider that there is no necessity for His Majesty's Government to comply with this request.

I am, &c.,
MONTEAGLE.

Enclosure in No. 69.

DRAFT NOTE TO FRENCH AMBASSADOR.

YOUR EXCELLENCY,

Foreign Office, July, 1929.

I HAVE the honour to inform Your Excellency that your note of 1st June, on the subject of the claim of a French group in respect of a Concession for the extraction of salt deposits from the Dead Sea, has engaged the attention of His Majesty's Government, but they do not feel able to share the view of the French Government that it is desirable to conclude an agreement for the reference of this claim to the Permanent Court of International Justice.

2. In the first place, the thesis prepared by the French group, a copy of which was enclosed in your note of 9th February, claimed recourse to the Permanent Court of International Justice on the basis of Article 9 of the Palestine Mandate, on the ground that that Article imposes on the Mandatory an obligation to ensure that "the judicial system established in Palestine shall assure to foreigners as well as to natives a complete guarantee of their rights." His Majesty's Government are unable to see how Article 9 of the Mandate can be held to be applicable to the present case, where the question at issue is, not whether the judicial system established in Palestine complies with the requirements of Article 9, but whether certain rights claimed by the French group do or do not exist. It is indeed clear that the article deals solely with the judicial system in Palestine, and not with the question of the existence or non-existence of private rights.

3. His Majesty's Government have already furnished you, in my predecessor's note of 14th March, with a full and, in their opinion, entirely convincing reply to the arguments advanced by the French group. So far as His Majesty's Government are aware, that note completely disposes of the French group's thesis.

4. Finally, the claim of the French group is based upon alleged concessionary rights purchased from British subjects, who themselves purchased the alleged rights from Turkish nationals. The French group's title to the alleged rights was only acquired at a recent date—apparently in the autumn of 1927, when the matter was already the subject of a claim by the above-mentioned British subjects. His Majesty's Government are unable to admit that in such a matter the British vendors or the French buyers can, by means of a private bargain, create a right to French diplomatic intervention or protection and transfer to the field of international law a claim which was a domestic matter between His Majesty's Government and British subjects.

5. His Majesty's Government therefore regret that they are unable to accept the suggestion in your note that this dispute is one which they should agree to submit to arbitration.

C 67055/29. [No. 23].

No. 70.

COLONIAL OFFICE to FOREIGN OFFICE.

SIR,

Downing Street, 3rd August, 1929.

I AM directed by Lord Passfield to acknowledge the receipt of your letter of the 20th July,* regarding the proposal of the French Government that the claim of the French group in respect of the Dead Sea Salts Concession should be submitted to arbitration before the Permanent Court of International Justice at The Hague.

* No. 69.

2. In reply I am to state, for the information of Mr. Secretary Henderson, that Lord Passfield concurs in the terms of the note on the subject which it is proposed to address to the French Ambassador.

I am, &c.,
O. G. R. WILLIAMS.

C. 67055/29. [No. 24].

No. 71.

FOREIGN OFFICE to THE FRENCH AMBASSADOR.

(Copy received in Colonial Office, 22nd August, 1929.)

YOUR EXCELLENCY, Foreign Office, S.W.1, 20th August, 1929.
I HAVE the honour to inform Your Excellency that your note of 1st June,*
[See enclosure in No. 69] to submit to arbitration.

I have, &c.
(in the absence of the Secretary of State),
MONTEAGLE.

C. 67055/29. [No. 27].

No. 72.

FOREIGN OFFICE to COLONIAL OFFICE.

[Answered by No. 73.]

SIR, Foreign Office, S.W.1, 13th November, 1929.
WITH reference to Foreign Office letter of 21st August,† enclosing a copy of a note‡ to the French Ambassador in regard to the claim of a French group to the Dead Sea Salts Concession, I am directed by Mr. Secretary Henderson to transmit to you the accompanying copy of a memorandum from Monsieur de Fleuriau, stating that the French interested parties persist in their request for arbitration on this subject, which they may cause to be brought before the Chamber of Deputies, and that arbitration would have the great advantage for the two Governments of settling definitely, outside the Governments, a litigious question which has not yet formed the subject of a judicial decision. In making this communication His Excellency expressed the hope of his Government that His Majesty's Government might reconsider their previous refusal to accept arbitration.

2. Since the receipt of this memorandum the Secretary of State has given further consideration to the question of the attitude which His Majesty's Government should adopt towards the French Government's request, and he has thought it desirable to consider at the same time two other cases in which arbitration has been asked for; namely, the claim of a Monsieur Pierre Wach against the British Administration in Tanganyika (see Foreign Office letter of 7th June last§), and the claims of British subjects and protected persons against the French Administration in Syria for losses suffered during the disorders of 1925 (see Foreign Office letter of 23rd May||). There have been indications of a disposition on the part of the French Government to use the refusal of His Majesty's Government to submit to arbitration the Dead Sea Salts dispute as a ground for a refusal on their part to arbitrate the British claims in Syria.

3. Lord Passfield will recall that in the dispute over the Dead Sea Salts, and in the case of Monsieur Pierre Wach, the French Government have adopted the same procedure; namely, in asking for arbitration on behalf of the French party, they have neither expressed any opinion on the validity of the claim, nor made any answer to the detailed arguments put forward by His Majesty's Government in refutation of the French plaintiffs' theses. Mr. Henderson thinks it of great importance that a foreign government should be required to adopt and accept responsibility—as is done by His Majesty's Government—for any claim in respect of which they request arbitra-

* Enclosure in No. 67. † C. 67055/29 [No. 24]: not printed. ‡ No. 71.
§ 1312/26: not printed. || C. 69115/29: not printed.

tion, and he considers that His Majesty's Government should refuse to entertain any request from the French Government for arbitration unless they have agreed to take responsibility for the claim.

4. Secondly, as Lord Passfield is aware, the present dispute in regard to the Dead Sea Salts has the following unusual aspect. The claim put forward by the French Government on behalf of the French group was formerly owned by British subjects exclusively. It was rejected by the Colonial Office, on the advice of the Law Officers of the Crown, when so owned, and the wrong, if any, was done not to French citizens but to British subjects. The British claimants have indeed, as Lord Passfield is aware, openly avowed that they have sold their claim to French interests, solely in order to secure the intervention of the French Government.

5. If His Majesty's Government were now to agree, as Monsieur de Fleuriau is asking them to agree, simply to submit to arbitration before the Permanent Court of International Justice or elsewhere the validity of the claim, His Majesty's Government would be assenting to the introduction of a most undesirable precedent, and would encourage the trading internationally of claims for the purpose of turning purely domestic matters into international claims. The rules applied by international arbitral tribunals, as Lord Passfield will be aware, require that the claim presented by a State should be owned by a national of the State presenting it both at the time when the claim originated and thereafter continuously down to the date of the award. The Foreign Office have regularly applied this rule and declined to adopt claims conflicting with it. Mr. Henderson holds strongly that no action on the part of His Majesty's Government should do anything to weaken the authority of this rule. On the other hand, if the present case were submitted to the Tribunal under an agreement which did not preclude His Majesty's Government from pleading this rule, as a point preliminary to the merits of the case, it should cause the claim presented by the French Government to be rejected *in limine*.

6. As a result of the further consideration which he has given to this matter, the Secretary of State has been led to modify the opinion expressed in the last paragraph of Foreign Office letter of 20th July,* that it was not necessary for His Majesty's Government to comply with the French request that they should agree to a resort to arbitration. He now considers, on grounds of general policy, that subject to certain conditions stated in paragraphs 9, 10, and 11 of this letter, His Majesty's Government should not decline to accept arbitration either in this case or in that of Monsieur Pierre Wach.

7. In forming this conclusion he has been faced by two main considerations. First, it is the declared policy of His Majesty's Government to foster the use of arbitration for the settlement of international disputes, and it is in his opinion, inconsistent with that policy to offer a blank refusal to a properly formulated request on the part of the French Government for arbitration in either of these two cases.

8. The second main consideration, in Mr. Henderson's mind, is the strength of the case on the merits (on the hypothesis, which Mr. Henderson considers improbable, of the case not being rejected on the preliminary ground mentioned above) against the claim which the French Government are now taking up in the Dead Sea Salts dispute—the case against the claim being supported by the opinion of the Law Officers of the Crown. Consequently, it would seem reasonably certain that reference to the Court at the Hague will only result in relieving His Majesty's Government once for all from all embarrassing claims in this matter.

9. I am accordingly to suggest that the French request for arbitration should be accepted by His Majesty's Government, but subject to the following conditions. In the first place, the French Government must agree to adopt and accept responsibility for the claims. Secondly, the French Government must agree that the point to be submitted for decision to the Court should be whether any right possessed by the French Government in international law has been infringed. This will enable His Majesty's Government to plead the preliminary point indicated in paragraph 5 of this letter. Mr. Henderson considers that the course now proposed is on the one hand in harmony with the policy of His Majesty's Government to encourage the settlement by judicial decision or arbitration of international differences where the breach of an international obligation is alleged, and on the other hand will meet the strong objection which he anticipates that Lord Passfield might feel (and which Mr. Henderson himself shares) to an agreement simply providing for an arbitration of the merits of the present claim.

* No. 69.

10. Mr. Henderson recognizes, moreover, that even on this basis the Treasury might reasonably object on financial grounds to an agreement to arbitrate in the case of the Dead Sea Salts, since, unless some express provision is made, His Majesty's Government would be out of pocket to the extent of their costs in submitting to arbitration this claim which they think one which the French should not have made and to be totally unfounded. He would, therefore, propose as a third condition to insist that the French Government should agree to the insertion in the arbitral "compromis" of a provision enabling the Court to make the losing party liable to costs up to a maximum figure of possibly one thousand pounds. As Lord Passfield is no doubt aware, the Court has no power to award costs in the absence of some such provision, and is therefore not protected by the deterrent existing in the Courts of this country against more or less frivolous petitions. In Mr. Henderson's opinion, a provision of the nature suggested above should prove a useful corrective to the objectionable practice whereby the French Government now demand arbitration in all and every case, without, as far as he can judge, satisfying themselves in any way as to the validity of the petition which they support. At the same time, it is realized that if such a provision is accepted in this case it may form a precedent which may be used by other Governments for the purpose of demanding a similar arrangement in respect of claims which His Majesty's Government desire to arbitrate in the future, and that, if that were done, there may be cases where impecunious claimants would be unable to meet this sum out of their own pockets. It is therefore a point on which the Treasury will require to be consulted. If the practice of the loser paying costs became a general one in international arbitrations it would of course benefit His Majesty's Government and British subjects in some cases and operate to their detriment in other cases, and it is clearly not possible to forecast whether the benefit or the detriment would be the greater.

11. Fourthly, Mr. Henderson would propose to make it clear that the consent of His Majesty's Government to go to arbitration over the Dead Sea Salts and Monsieur Pierre Wach's petition is conditional upon the French Government agreeing to submit to some form of arbitration the claims of the British subjects and protected persons in Syria.

12. In view of the importance of the issues involved in the Dead Sea Salts dispute, I am to suggest for Lord Passfield's consideration that the case, together with the course of action to be adopted towards the French Government, be referred to the Law Officers of the Crown.

13. For the present it is proposed, subject to Lord Passfield's concurrence, to return no reply to the French Ambassador's note, and in the event of His Excellency reverting to the subject, to inform him that His Majesty's Government are giving further consideration to the possibility of arbitration in the light of his representations.

I am, &c.,
G. W. RENDEL.

Enclosure in No. 72.

CONCESSION DES SELS DE LA MER MORTE.

ARBITRAGE demandé pour établir la validité de cette concession actuellement détenue par un groupe français, qui a toujours eu une part dans l'affaire.

Arbitrage écarté pour raisons préalables par note du Foreign Office du 20 août. Les intéressés français persistent dans leur requête qu'ils pourraient bien porter à la tribune de la Chambre des Députés.

L'arbitrage offrirait pour les deux gouvernements le grand avantage de faire régler définitivement au dehors d'une question litigieuse qui n'a pas jusqu'ici fait l'objet d'une décision judiciaire.

Ambassade de France
à Londres.

C. 67055/29. [No. 29].

No. 73.

COLONIAL OFFICE to FOREIGN OFFICE.

[Answered by No. 74.]

SIR,

Downing Street, 27th January, 1930.
WITH reference to your letter of the 13th of November last,* and to the reply from this Department of the 12th of December last,† I am directed by Lord Passfield to request you to inform Mr. Secretary Henderson that he has given further consideration to the proposal that the claim of a French group to the Dead Sea Salts Concession should be submitted to arbitration.

2. Lord Passfield appreciates the force of the arguments in favour of the abandonment by His Majesty's Government of their refusal to arbitrate in this case, but as at present advised, he is reluctant to agree to such a course. In the first place, the Concession in question was owned by British subjects who were aware that His Majesty's Government did not recognize its validity. With this knowledge, they disposed of the Concession to a foreign group with the express purpose of compelling His Majesty's Government to submit to international arbitration on the claim, and it appears to Lord Passfield that the acceptance on any conditions of that principle would have wide implications and dangers. Secondly, it would not seem proper to impose upon Palestine the risk involved in arbitration in this case in order that His Majesty's Government might obtain the advantage of arbitration in other cases with which Palestine is in no way concerned. If arbitration were to be agreed to on those grounds, it should be at the risk and cost of His Majesty's Government.

3. Another point of difficulty arises. As Mr. Henderson is no doubt aware, an Agreement was signed on the 1st of January, 1930, granting to Palestine Potash Limited, the Concession to work the Dead Sea Salts. At the time of signing this Agreement, the Company entered into another Agreement, a copy of which is enclosed, to indemnify the Governments of Palestine and Trans-Jordan in the event of the claim of others to the Concession being proved to be well founded and valid before any Judicial or Arbitral Tribunal. Lord Passfield is under an obligation to consult the Concessionnaires before deciding voluntarily to agree to arbitration, and if they declined to assent to such a course, the position would be somewhat difficult; and if the case were referred to the Law Officers of the Crown, as suggested in paragraph 12 of Foreign Office letter of the 13th of November last, the question of the effect of the voluntary submission to arbitration upon the indemnity is one of the chief points which should be put to them.

4. With regard to the claim of Monsieur Pierre Wach, Lord Passfield was not aware that any suggestion had been made that the case should be referred to arbitration. The claim is in respect of pearls to the value of about £1,000, lost in transit through the post, and would therefore fall within the category of small pecuniary claims which are regarded by His Majesty's Government as generally unsuitable for reference to the Permanent Court at the Hague, and it has occurred to Lord Passfield that this case may have been confused with that of M. Rothbletz, where arbitration was suggested by the French Government (see Foreign Office letter of the 4th of August, 1925,† and subsequent correspondence). This case raised questions as to the relative competence of the French Clearing Office and the Tanganyika Custodian of Enemy Property, which in themselves might be suitable for arbitration by the Permanent Court, but the Board of Trade, which is the Department chiefly concerned in the matter, was strongly opposed to arbitration especially as the position of His Majesty's Government was supported by a decision of the Anglo-German Mixed Arbitral Tribunal.

5. In all the circumstances Lord Passfield would suggest that the matter should be discussed orally by representatives of the Foreign Office and Colonial Office. If this is agreed to, it would be desirable that a representative of the Board of Trade should be invited to take part in the discussion.

6. A copy of this letter is being sent to the Board of Trade.

I am, &c.,
O. G. R. WILLIAMS.

* No. 72.

† C. 67055/29: not printed.

‡ 35592/25: not printed.

Enclosure in No. 73.

(Stamped)
Ten
shillings
stamp.

THIS DEED made this first day of January One thousand nine hundred and thirty BETWEEN Palestine Potash Limited whose registered office is situate at 62 Pall Mall in the City of Westminster (hereinafter called "the Company") of the one part and HIS EXCELLENCY SIR JOHN ROBERT CHANCELLOR, G.C.M.G., G.C.V.O., D.S.O., High Commissioner for Palestine and High Commissioner for Trans-Jordan for and on behalf of the Government of Palestine and the Government of Trans-Jordan (hereinafter called "the Governments") by the Crown Agents for the Colonies of the other part WHEREAS the Governments have granted to the Company a sole and exclusive Concession (hereinafter called the recited Concession) for the extraction of salts from the waters of the Dead Sea the terms of which are set out in a Deed made between the Governments and the Company and dated the first day of January One thousand nine hundred and thirty AND WHEREAS during the progress of the negotiations respecting the recited Concession claims were put forward on behalf of other parties (hereinafter called "the Claimants") alleging that the Claimants were entitled under a Concession granted by the Turkish Government (hereinafter called the Turkish Concession) to certain rights with respect to the extraction of salts from the waters of the Dead Sea which conflict with the rights conferred by the recited Concession AND WHEREAS it was a condition of the grant of the recited Concession that the Company should enter into the covenants hereinafter contained NOW this Deed WITNESSETH that IN consideration of the grant by the Governments of the recited Concession the Company hereby for themselves their Successors and permitted Assigns covenant with the Governments that—

1. IF WITHIN THE PERIOD of three years from the twenty-second day of May One thousand nine hundred and twenty-nine the said claim made by the Claimants or their assignees shall prove to be well founded and the validity of their alleged Turkish Concession be held by any Judicial or Arbitral Tribunal to be established the Company will at their own cost and expense do all such things as may be necessary to enable the Governments or either of them to carry out the decision of such Tribunal (other than the payment of pecuniary damages and/or costs should any such be awarded) and to give full force and effect to such Turkish Concession so held to be valid and shall not be entitled to any compensation or indemnity from the Governments or either of them if as a result the Governments are prevented from giving the recited Concession full force and effect

2. SO FAR AS THE RECITED exclusive Concession granted to the Company is not in conflict with the Turkish Concession to which the Claimants shall be held to be entitled the recited Concession shall continue in full force and virtue but should the Claimants be held to be entitled to a Turkish Concession of such scope as to make the recited Concession granted to the Company unworkable in the opinion of the Company the Company may within three months after the delivery of the Judgment or decision give three months' notice in writing to the Governments of their intention to terminate the recited Concession and the Company and the Governments shall thenceforth be relieved of all obligations thereunder

3. WHILE ANY PROCEEDINGS instituted by the Claimants are pending and for a period of three months from the date of the final decision therein the conditions contained in the recited Concession to be observed by the Company shall be suspended and no penalties shall be incurred by the Company for failure to comply with any such conditions during such period

IN WITNESS whereof Palestine Potash Limited have caused their Common Seal to be hereunto affixed and Sir Henry Charles Miller Lambert, K.C.M.G., C.B., one of the Crown Agents for the Colonies has hereunto set his hand and seal the day and year first above written.

The Common Seal of Palestine Potash Limited was hereunto affixed in the presence of

PALESTINE POTASH LIMITED.

M. NOVOMEYSKY,
T. G. TULLOCH,
E. W. D. TENNANT,
G. A. STOLAR, SECRETARY.

DIRECTORS.

Signed sealed and delivered by SIR
HENRY CHARLES MILLER
LAMBERT in the presence of

C. 77117/30 [No. 4].

No. 74.

FOREIGN OFFICE to COLONIAL OFFICE.

SIR,

Foreign Office, S.W.1, 11th February, 1930.

WITH reference to your letter of 27th January,* I am directed by Mr. Secretary Henderson to request you to inform Lord Passfield that in accordance with the arrangements already made orally, it is proposed that an inter-departmental conference to discuss the question of the claim of the French group to the Dead Sea Salts Concession should be held in Mr. Malkin's room at the Foreign Office on Thursday, 13th February, at 11.15 a.m. In accordance with the suggestion put forward in your letter under reference, Mr. Henderson is causing an invitation to be issued to the Board of Trade, in case the Board should wish to be represented at the proposed conference.

2. As regards the suggestion in paragraph 4 of your letter that the claim of Monsieur Pierre Wach may have been confused with the claim of Monsieur Alois Rothbletz, I am to state that Foreign Office letter of 13th November,† was intended to refer to the claim of Monsieur Wach, and not to that of Monsieur Rothbletz. Some confusion seems to have arisen, however, as a result of the fact that no copy was sent to your Department at the time, of the note in which, on 17th September last, the French Ambassador requested that the claim of Monsieur Wach be submitted to arbitration. A copy of that note is now enclosed herein.

3. As regards the claim of Monsieur Rothbletz, the French Ambassador was informed, in a note dated 2nd September last,‡ that a complete settlement of the case had been reached locally in Tanganyika Territory. A copy of that note was sent to your Department in Foreign Office letter of 2nd September.‡

I am, &c.,

G. W. RENDEL.

Enclosure in No. 74.

Ambassade de France en Angleterre, Londres,

MONSIEUR LE SECRETAIRE D'ETAT,

le 17 septembre 1929.

PAR une lettre en date du 6 juin dernier (W 5370/450/17) Votre Excellence m'a fait savoir que le Gouvernement Britannique estimait qu'il ne lui était pas possible de faire droit à la réclamation de M. Pierre Wach, Alsacien réintégré dans la nationalité française, qui demandait à être indemnisé des pertes subies par lui au Tanganyka du fait du séquestre mis sur ses biens durant la guerre par les autorités britanniques.

Le Gouvernement Britannique, refuse d'admettre que la responsabilité de son agent des séquestres au Tanganyka ait pu être engagée soit sur le premier point (transfert au Reichminister für Wiederaufbau d'enveloppes contenant des valeurs, considérées comme appartenant à un sujet ennemi) soit sur le second (indemnisation pour perte de mobilier).

Le Gouvernement français, tout en reconnaissant certaines fautes du plaignant, soulignées par la note du Foreign Office du 6 juin 1929, n'en considère pas moins la procédure suivie en l'occurrence par les autorités britanniques comme discutable au point de vue des intérêts en cause.

Les deux Gouvernements se trouvent ainsi amenés à soutenir deux manières de voir qui paraissent inconciliables et M. Briand estime qu'un recours à l'arbitrage constitue la seule solution possible.

Je suis donc chargé de demander à Votre Excellence d'accepter de soumettre le litige, soit à l'examen de trois arbitres, dont un désigné par chaque gouvernement et le troisième agréé par eux deux, soit à celui d'un seul arbitre, par exemple un juriste appartenant à une tierce nation et agréé par les deux parties qui s'engageraient d'avance à se soumettre à sa décision.

Veuillez agréer, l'assurance, etc.,

A. DE FLEURIAU.

Son Excellence

Monsieur Arthur Henderson,
Principal Secrétaire d'Etat
de Sa Majesté Britannique,
Aux Affaires Etrangères,
Foreign Office.

* No. 73.

† No. 72.

‡ Not printed.

C. 77117/30 [No. 19].

No. 75.

RECORD OF A MEETING HELD IN THE FOREIGN OFFICE ON 13TH FEBRUARY,
1930, TO DISCUSS THE QUESTION OF THE DEAD SEA SALTS CONCESSION.

Present :

MR. H. DALTON, M.P. (in the Chair).	
SIR J. SHUCKBURGH, K C M.G., C.B.	} Colonial Office.
MR. H. G. BUSHE, C.M.G.	
MR. H. R. COWELL, C.M.G.	
MR. KELF COHEN, Board of Trade.	
MR. H. W. MALKIN, C.B., C.M.G.	} Foreign Office.
LORD MONTEAGLE, C M G., M.V.O.	
MR. W. E. BECKETT.	
MR. O. A. SCOTT, D S O.	

MR. DALTON invited Mr. Beckett to state the views of the Foreign Office on the arguments advanced in the Colonial Office letter of 27th January* against His Majesty's Government allowing the French claim in respect of the Dead Sea Salts Concession to be submitted to arbitration.

MR. BECKETT urged that, owing to the weakness of the case as put forward by the French claimants and supported non-committally by the French Government, there was little risk in submitting the matter to arbitration. The fact that the French group had not appeared in the field until the autumn of 1927 was in itself an almost conclusive point against them, and would render it difficult for the French Government to afford them support. It was established, he said, in Borchard's "Diplomatic Protection of Citizens Abroad" that "few principles of international law are more firmly settled than the rule that a claim, in order to justify diplomatic support, must when it accrued have belonged to a citizen of the State whose Government supported the claim. This principle that a claim must be national in origin arises out of the reciprocal relation between the Government and its citizens, the one owing protection and the other allegiance. If the claim did not originally accrue in favour of one owing allegiance, protection could not be invoked or properly extended. To support a claim originally foreign because it happened to come into the hands of the citizen would make of the Government a claim agent." The French Government in this case had not interested themselves until after the British parties concerned, having had their right to the Concession rejected by the Colonial Office, had put forward a claim against His Majesty's Government. In the circumstances there seemed little doubt that if the case were submitted to The Hague Court, His Majesty's Government would win on this preliminary point.

SIR J. SHUCKBURGH stated that the action of the French group amounted to little less than blackmail. It was a process of which the Colonial Office had painful experience. He instanced a case in which a British firm (it was one which had at one time professed to act on behalf of the present French claimants) had threatened, in connexion with certain claims in Iraq, that if their clients—a British group—did not get what they wanted, they would seek Italian participation, with a view to getting the Italian Government to take the case to The Hague Court. That was the atmosphere in which the difficult task of administering the Middle Eastern mandates had to be carried on. Speaking for himself, he (Sir J. Shuckburgh) did not feel that The Hague Court could be relied upon to give an award wholly free from political considerations. The fact that the British Government would accept an adverse decision with a better grace than other Powers was in itself a factor that told against us. Moreover, experience in the Mavrommatis case showed that anti-Semite prejudice would be exploited without scruple by the parties opposing His Majesty's Government, with results that could not but react unfavourably upon the political situation in Palestine, already quite uncomfortable enough. The Colonial Office had consulted the Foreign Office at every stage in the Dead Sea transactions, and had taken no step without first obtaining Foreign Office concurrence. That being so it was disappointing that they should be required, at this late hour, to submit the whole business to the hazard of arbitration.

MR. BECKETT said that the form in which the Foreign Office suggested His Majesty's Government should accept a submission to The Hague Court was specifically directed to the points now made by Sir J. Shuckburgh.

* No. 73.

The Foreign Office thought that the Court would have to reject the claim by France on the preliminary point that it was not a claim which France had in international law any right to take up, and such a decision would be the very best means of putting an end to the intrigues of which the Colonial Office complained both in this and in other cases.

MR. DALTON emphasized the fact that while in the present case His Majesty's Government were not bound to accept arbitration owing to the reservation regarding past events which they had made in signing the Optional Clause, a refusal to accept arbitration, or to show lack of confidence in The Hague Court, would be altogether contrary to their general policy; and moreover such arbitration, as Mr. Beckett had pointed out, could be made conditional on the acceptance of four provisions, namely (a) the French Government must agree to adopt and accept responsibility for the claims; (b) the French Government must agree that the point to be submitted for decision to the Court was whether any right possessed by the French Government in international law had been infringed; (c) that the French Government should agree to the insertion of a provision enabling the Court to make the losing party pay costs up to a maximum figure of possibly £1,000; (d) that the consent of His Majesty's Government to arbitrate the claims was conditional upon the French Government agreeing to some form of arbitration of the Syrian claims.

MR. BUSHE thought that, in view of the British Concessionaires' undertaking to indemnify His Majesty's Government in the event of an adverse decision, it was difficult for His Majesty's Government to submit the question voluntarily to arbitration.

MR. DALTON suggested that as the Foreign Office considered His Majesty's Government had a "cast-iron" case, and the Colonial Office were less confident in this respect, the opinion of the Law Officers might be worth having.

After some discussion it was agreed that the case should be submitted to The Hague, if the French Government still desired this and agreed to the terms of our acceptance of arbitration. Also that the Law Officers should be asked to advise on these terms, and in particular on point (b) above. The Colonial Office representatives undertook to provide the Foreign Office with all available particulars regarding the transfer of the alleged rights to the ex-Turkish Concession from the British claimants to the present French claimants; on receipt of this material the Foreign Office would, in consultation with the Colonial Office and the Treasury Solicitor, arrange for the Law Officers to be consulted on the case generally, and in particular upon the text of a draft "compromis" between the British and French Governments defining the point to be submitted to The Hague Court. The question of provision for costs in the event of the action going against His Majesty's Government should also be referred to the Law Officers.

MR. DALTON inquired whether, as further questions were sure to be asked in Parliament, it could now be announced that His Majesty's Government were prepared to arbitrate. It was, however, agreed that the French Government would have to be informed before any public statement were made, and that it would be safer not to say anything further to the French Ambassador until the Law Officers' opinion had been received. When that opinion had been received the French Ambassador could be informed, with reference to the memorandum which he left with Mr. Dalton on 15th October, 1929, that His Majesty's Government were prepared to submit the case to The Hague Court in the form, and subject to the conditions, indicated above.

C. 77117/30 [No. 13].

No. 76.

COLONIAL OFFICE to FOREIGN OFFICE.

[Answered by No. 77.]

SIR,

Downing Street, 29th March, 1930.

WITH reference to the meeting held at the Foreign Office on the 13th February to discuss the question of the Dead Sea Salts Concession, I am directed by Lord Passfield to transmit to you a copy of a draft submission* to the Law Officers in connexion with the proposal for the reference to arbitration of the claim of the French

* See No. 78.

group. This draft has been prepared after semi-official discussions with the Foreign Office.

While Lord Passfield does not attach much importance to the point, it has been thought convenient that the submission, as on the previous occasion, should emanate from the Colonial Office and the draft has been prepared on this basis.

I am to invite attention to the fact that, in connexion with paragraph 8 (c) of the draft submission, it would seem desirable to refer to the Treasury the proposed provision regarding the payment of costs. As at present advised Lord Passfield sees no reason why the Government of Palestine should be charged with the cost of an arbitration to which that Government would presumably not have agreed apart from reasons of Imperial policy.

Paragraph 7 of the draft submission has been worded in accordance with the understanding which the Colonial Office representatives reached at the meeting of the 13th February,* Lord Passfield's agreement to the reference of the claim to arbitration is conditional on the concurrence of the Law Officers in the suggested conditions.

I am, &c.,
O. G. R. WILLIAMS

C. 77117/30 [No. 14].

No. 77.

FOREIGN OFFICE to COLONIAL OFFICE.

SIR, Foreign Office, S.W.1, 5th April, 1930.

I AM directed by Mr. Secretary Henderson to acknowledge the receipt of your letter of the 29th March,† enclosing a draft submission to the Law Officers of the Crown in regard to the reference to arbitration of the claim of a French group to the Dead Sea Salts Concession.

2. I am to request you to inform Lord Passfield that the Secretary of State agrees that this submission should emanate from the Colonial Office, and that he concurs in the terms of the draft enclosed in your letter.

3. Mr. Henderson shares Lord Passfield's view that the Treasury should be consulted in regard to the proposed provision for the payment of costs, which is indicated in paragraph 8 (c) of the draft submission, and he will be grateful if Lord Passfield will cause Their Lordships to be consulted on this point as a matter of urgency, and also on the question whether any expenses not recovered under the terms of arbitration should be borne by His Majesty's Government in the United Kingdom or by the Government of Palestine.

I am, &c.,
MONTEAGLE.

C. 77117/30 [No. 15].

No. 78.

COLONIAL OFFICE to LAW OFFICERS OF THE CROWN.

[Answered by No. 84.]

GENTLEMEN, Downing Street, 10th April, 1930.

I AM directed by Lord Passfield to request you to favour him with your observations on the following matter.

2. In 1913, the Imperial Ottoman Government granted a concession to certain Turkish nationals (Selah Djimdjoz Bey, Suad Bey, and Djenab Chehabeddin Bey) for the extraction of salts from the Dead Sea. In March, 1923, the Concessionnaires agreed to transfer their Concession to a Colonel Maitland Edwards, and on 19th April of that year, a Captain J. G. Bennett reported to His Majesty's Government that he had acquired the Concession, and asked His Majesty's Government to recognize it. Captain Bennett was informed that the Concession could not be recognized, on the ground that the Treaty of Lausanne and the Concessions Protocol signed at the same

* No. 75.

† No. 76.

time did not provide for the maintenance of such a Concession. Copies of the correspondence* with Captain Bennett, including a copy of the Firman of Concession, are enclosed. Captain Bennett subsequently transferred the concession to a Major Burton Stewart. On 31st July, 1925, a Major J. D. Henry, an Australian, endeavoured to induce the Commonwealth Government to secure the agreement of His Majesty's Government to the arbitration at The Hague of the question of the validity of this Concession. The matter was then referred to the Law Officers of the Crown, and I am to invite your attention to a case and an opinion on it given by Sir Douglas Hogg and Sir Thomas Inskip on the 13th January, 1926.† Copies of this case and opinion are enclosed. As a result, the Commonwealth Government declined to support Major Henry.

3. On the 18th of October, 1927,‡ Messrs. Edwards and Henry's solicitors stated that their clients were completing arrangements to take their claim to The Hague. On the 29th of October,§ the solicitors asked for an interview, and stated that certain non-English associates of their clients would be available. At an interview held on the 3rd November,|| it was stated that several groups of English, French and other nationals then had an interest in the Concession. Copies of the relevant correspondence* and of the record of the interview in question are enclosed for your information.

4. On the 21st February, 1928,¶ the French Government communicated a note calling the attention of His Majesty's Government to the fact that a French financial group had acquired certain rights in this Concession. The French Government were informed on the 16th April, 1928,** that His Majesty's Government could not recognize the Concession, and it was pointed out to the French Government that two successive groups of British nationals had preferred claims in respect of it in the past, and that it must be assumed that the French group, when they acquired their interests in the Concession, were well aware of the previous attitude of His Majesty's Government.

5. No further communication was received until the 9th of February, 1929,†† when the French Ambassador left a second note with the Secretary of State for Foreign Affairs containing a reasoned statement of the French case prepared by the French group. It is material to note that the French Government do not state definitely that they either adopt or accept the argument put forward by the French group in this document. A reply was sent to the French Ambassador on the 14th March, 1929,‡‡ in which the refusal of His Majesty's Government to recognize the Concession was supported by legal arguments.

6. On 21st June, 1929, the French Ambassador informed the Foreign Office that the French Government wished the matter to be referred to arbitration. The matter received further consideration by the Departments concerned, who were advised that in international law it is well settled as a principle that a State may not claim a pecuniary indemnity in respect of damage suffered by a private person on the territory of a foreign State, unless the injured person was its national at the moment when the damage was caused, and retained its nationality until the claim was decided. This proposition forms Basis No. 28 of the Bases of Discussion at The Hague at the Conference for the Codification of International Law, and is at present being supported there by representatives of His Majesty's Government. The necessity of a continuous national character for a claim is based on a long line of decisions of international arbitral tribunals and the principle is well emphasized in the *Abbiati* case (United States and Venezuelan claims Commission 84—Moore 2347, cited by Ralston "Law and procedure of International Tribunals" (1926 ed.) at page 162).

7. Subject to your concurrence in the suggestions contained in the next subsequent paragraph of this letter Lord Passfield is disposed, having regard to the arguments contained in the letter from the Foreign Office to the Colonial Office of the 13th November, 1929,§§ to agree to the French Government's proposal to submit the question to arbitration to the Permanent Court of International Justice at The Hague in which event it is necessary to decide on the terms of the "compromis."

8. It is suggested that an agreement to arbitrate on this matter should be made conditional on the acceptance by the French Government of the following four provisions:—

- (a) that the French Government must agree to adopt and accept responsibility for the claims;
- (b) that the French Government must agree that the point to be submitted for decision to the Court is whether any right possessed by the French Government in international law has been infringed;

* See Schedule. † Nos. 26 and 27. ‡ No. 42. § No. 43. || No. 45. ¶ Enclosure 1 in No. 55.
** No. 57. †† No. 61. ‡‡ No. 66. §§ No. 72.

- (c) that (subject to the consent of the Treasury) the French Government should agree to the insertion of a provision enabling the Court to make the losing party pay costs up to a maximum figure of, possibly, £1,000;
- (d) that the consent of His Majesty's Government to arbitrate the claim should be conditional upon the French Government agreeing to some form of arbitration of the Syrian claims.

As regards condition (d), I am to explain that for some time past His Majesty's Government have been pressing the French Government to agree to the arbitration of several claims arising out of disorders in Syria during the years 1925 and 1926. The French Government have persistently declined to refer this question to arbitration, and it is, therefore, thought convenient and suitable to insert this provision as a condition for agreeing to arbitration in the case of the Dead Sea Salts Concession.

9. Lord Passfield would be glad of your opinion on the suitability of the four conditions suggested in the preceding paragraph, with particular reference, as regards suggestion (b), to the question whether the considerations set out in paragraph 6 of this letter constitute a good and valid defence in international law. In addition Lord Passfield will be glad to receive any observations of a general character that you may care to offer.

10. A further point arises in connexion with a Concession which has actually been granted to a firm called Palestine Potash Limited, to extract salts from the Dead Sea. This firm signed on the 1st of January, 1930, an indemnity, of which a copy is enclosed, binding themselves to do all such things as may be necessary to enable the Governments of Palestine and Trans-Jordan to give effect to the decision of any tribunal which may hold that the claim of the French claimants is well founded. I am to explain that at the time that this agreement was negotiated it was only contemplated that reference to arbitration would become necessary in the event of the claimants so formulating their claim as to compel His Majesty's Government to agree to arbitration under Clause 26 of the Palestine Mandate. Lord Passfield would be glad to be assured that, in your opinion, Palestine Potash Limited, would not be released from their obligations under this indemnity by voluntary submission to arbitration of the French claims.

I am, &c.,
O. G. R. WILLIAMS

SCHEDULE.

1. French Ambassador to Foreign Office, 21st February, 1928.*
2. Law Officers' Opinion, 13th January, 1926.†
3. Foreign Office to French Ambassador, 16th April, 1928.‡
4. French Ambassador, 9th February, 1929.§
5. Foreign Office to Colonial Office, 13th November, 1929.||
6. Messrs. Montagu's & Cox to Colonial Office, 18th October, 1927.¶
7. Messrs. Montagu's & Cox to Colonial Office, 29th October, 1927.**
8. Notes of an interview at the Colonial Office, on the 3rd November, 1927.††
9. Colonial Office to Foreign Office, 9th December, 1927.‡‡
10. Captain J. G. Bennett to Colonial Office, 7th June, 1923.§§
11. Colonial Office to Captain Bennett, 14th December, 1923.¶¶
12. Treaty of Lausanne.¶¶

C. 77117/30 [No. 16].

No. 79.

COLONIAL OFFICE to TREASURY.

[Answered by No. 80.]

SIR,

Downing Street, 10th April, 1930.

I AM directed by Lord Passfield to request you to inform the Lords Commissioners of the Treasury that he has under consideration the question of the reference to arbitration of the claim of a French group in respect of the Dead Sea Salts Concession. A copy of a letter *† which is being addressed to the Law Officers of the Crown, and which sets out the history of the matter, is enclosed herewith.

* Enclosure 1 in No. 55. † No. 27. ‡ No. 57. § No. 61. || No. 72. ¶ No. 42.

** No. 43. †† No. 45. ‡‡ No. 49. §§ No. 3. ¶¶ No. 8. ¶¶ Not reprinted here.

*† No. 78.

2. I am to invite your attention to paragraph 8 (c) of the letter to the Law Officers in which it is proposed that, subject to the consent of the Lords Commissioners of the Treasury, one of the conditions on which His Majesty's Government should agree to arbitration should be the acceptance by the French Government of a provision enabling the Permanent Court at The Hague to make the losing party pay costs up to a maximum figure of possible £1,000. If no such provision were made, His Majesty's Government would be out of pocket to the extent of their costs in submitting to arbitration a claim which they think is quite unfounded. Lord Passfield desires to observe in this connexion that the proposal to comply with the French request for arbitration is one that has been strongly pressed upon him by the Secretary of State for Foreign Affairs on broad grounds of policy, arising out of the general declarations made by His Majesty's Government in regard to the settlement of international disputes. From the point of view of Palestine, the proposal has little to commend it; and were Palestinian interests alone at issue, His Lordship could scarcely have agreed to it. In the circumstances, he does not think it reasonable that the financial risks involved should fall upon Palestine. He would invite the Lords Commissioners to agree that the arbitration should be at risk and cost of His Majesty's Government, and that any expenses not recovered under the terms of the arbitration should be borne by Imperial funds.

3. I am to ask that a very early reply may be returned to this letter.

I am, &c.,
O. G. R. WILLIAMS.

C 77117/30 [No. 21].

No. 80.

TREASURY to COLONIAL OFFICE.

[Answered by No. 82.]

(S.35330.)

Treasury Chambers, 6th May, 1930.

SIR,

I HAVE laid before the Lords Commissioners of His Majesty's Treasury Mr. Williams' letter of the 10th April, 1930,* enclosing a copy of a letter addressed to the Law Officers of the Crown on the question of the reference to arbitration of the claim of a French group in respect of the Dead Sea Salts Concession, and Their Lordships direct me to request you to convey to the Secretary of State the following reply.

2. With regard to the question of costs referred to in paragraph 8 (c) of the letter to the Law Officers, My Lords would be disposed to agree, if it is eventually decided to accede to the request of the French Government, that the "compromis" might include a provision empowering the Tribunal to award costs against the unsuccessful party. They understand, however, that at the recent discussions on the subject of the codification of International Law the Foreign Office took the view that by the law of nations the allowance of costs was within the entire discretion of the Tribunal. If, however, the matter is open to doubt, or the practice varies, My Lords agree that express power for that purpose should be given in the present case. I am to add that My Lords are not in a position to judge of the relative advantages of a general practice of awarding costs in international arbitrations, that being a question on which They would require to be guided by expert opinion. Their Lordships note, moreover that the imposition of a maximum is suggested on the amount of the costs which it would be within the competence of the Tribunal to award. They are not clear as to the grounds on which it is considered that a maximum provision should be inserted, and They would prefer to reserve Their opinion on that question until They have had the benefit of the views of Their legal advisers.

3. On the question of financial responsibility for the case, My Lords observe with surprise that it is proposed that the arbitration should be at the risk and cost of His Majesty's Government, and that any expenses not recovered under the terms of the arbitration should be borne by Imperial funds. To that proposal My Lords are unable to accede. The present dispute is in substance between the Palestine Government and the French Group who claim to hold a valid concession in Palestinian terri-

* No. 79.

tory: and the position of His Majesty's Government in the matter is merely that of nominal defendant. My Lords are aware of the proposal to attach the condition for the arbitration of the Syrian claims, but that is in Their view quite insufficient to affect the major consideration, which is, that it is Palestinian interests which are really and substantially concerned. In such circumstances My Lords will be obliged to look to Palestinian revenues for reimbursement of any expenses which His Majesty's Government will have to incur in defending the case before the Tribunal, and also, in the event of failure, of any damages and costs which may be awarded against His Majesty's Government, and Their Lordships must request an assurance from the Secretary of State that the Imperial Exchequer will be so reimbursed, before They are able to agree that the case should be referred to arbitration in the manner proposed.

A copy of this letter has been sent to the Foreign Office.

I am, &c.,
G. C. UPCOTT.

C 77117/1930 [No. 22].

No. 81.

COLONIAL OFFICE to FOREIGN OFFICE.

[Answered by No. 83.]

SIR,

Downing Street, 23rd May, 1930.

WITH reference to the letter from this Department of the 10th April,* enclosing a copy of a letter† addressed to the Treasury regarding the arbitration of the claim of a French group to the Dead Sea Salts Concession, I am directed by Lord Passfield to transmit to you, for the consideration of Mr. Secretary Henderson, a copy of a letter‡ from the Treasury from which it will be seen that Their Lordships are unable to agree to the proposal that the arbitration should be at the risk and cost of His Majesty's Government.

2. As Mr. Henderson is aware, Lord Passfield has hitherto been opposed to arbitration in this matter, as the Law Officers of the Crown have advised that Messrs. Edwards and Henry, the previous holders of the Concession, have no legal rights against either His Majesty's Government or the Government of Palestine, and as it appeared to him that the French group, who were fully aware when they acquired their interests of the attitude of His Majesty's Government towards the claim, are not entitled to any special consideration. In view, however, of the intervention of the French Government and the desire of the Secretary of State for Foreign Affairs to meet the wishes of that Government Lord Passfield was induced with reluctance to acquiesce in the case being submitted to arbitration on its being represented to him that although, in the present case, His Majesty's Government were not bound to accept arbitration owing to the reservation regarding past events which they had made in signing the Optional Clause, yet a refusal would be contrary to their general policy; and that the consent of His Majesty's Government to refer the claim to arbitration might induce the French Government to agree to arbitration on certain claims in which His Majesty's Government are interested in other parts of the world, but in which Palestine has no interest. In these circumstances Lord Passfield counts confidently on Mr. Henderson to support him in moving the Lords Commissioners of the Treasury to reconsider their attitude.

3. I am to add that if the view of the Treasury is to be accepted, it will be necessary to refer the whole question to the High Commissioner of Palestine. Having regard to the fiduciary position occupied by His Majesty's Government as Mandatory, Lord Passfield does not see how he could be justified in advising the Government of Palestine to accept, against their own interests and in order to suit the general diplomatic purposes of the Mandatory Power, any responsibility for the expenses of the arbitration and for any damages and costs which might be awarded against His Majesty's Government in the event of failure.

I am, &c.,
O. G. R. WILLIAMS.

* C. 77117/30 [No. 17]: not printed.

† No. 79.

‡ No. 80.

C. 77117/30 [No. 26].

No. 82.

COLONIAL OFFICE to TREASURY.

SIR,
Downing Street, 27th May, 1930.
I AM directed by Lord Passfield to acknowledge the receipt of your letter of the 6th May, S.35330,* on the question of the reference to arbitration of the claim of a French group to a concession in the Dead Sea Salts.

As regards the question of financial responsibility, Lord Passfield directs me to point out that he has hitherto been opposed to arbitration in this matter, since the Law Officers of the Crown have advised that Messrs. Edwards and Henry, the previous holders of the Concession, had no legal rights against either His Majesty's Government or the Government of Palestine, and since it appeared to him that the French group, who were fully aware when they acquired their interests of the attitude of His Majesty's Government towards the claim, were not entitled to any special consideration. The original claim was rejected by the Colonial Office with the concurrence of the Foreign Office, and without reference to the Government of Palestine. Reference to arbitration has been advocated by the Foreign Office on grounds of general Imperial policy which are not the concern of the Government of Palestine.

Having regard to the fiduciary position occupied by His Majesty's Government as Mandatory, Lord Passfield does not see how he would be justified in advising the Government of Palestine to accept, against their own interests and in order to suit the general diplomatic purposes of the Mandatory Power, any responsibility for the expenses of the arbitration and for any damages and costs which might be awarded against His Majesty's Government in the event of failure.

For these reasons Lord Passfield regrets that he must decline to give any such assurance as Their Lordships request, and he will be grateful if they would reconsider their attitude in view of the arguments now adduced.

I am, &c.,
H. R. COWELL.

C 77117/30 [No. 28].

No. 83.

FOREIGN OFFICE to TREASURY.

(Copy received in Colonial Office, 29th May, 1930.)

SIR,

Foreign Office, S.W.1, 27th May, 1930.

I AM directed by Mr. Secretary Henderson to request you to inform the Lords Commissioners of the Treasury that he has had under consideration the recent correspondence between the Treasury and the Colonial Office regarding the arbitration of a French group's claim to the Dead Sea Salts Concession, ending with Treasury letter No. S.35330 of 6th May.*

2 Mr. Henderson will be grateful if Their Lordships will reconsider their attitude towards the question of financial responsibility for the case, since that attitude as set forth in paragraph 3 of the Treasury letter of 6th May appears to him to be based upon a misapprehension. He has felt bound to insist that the case should be referred to arbitration, not solely or primarily with a view to the defence of Palestinian interests, but in view of the intervention of the French Government and of the declared policy of His Majesty's Government to foster the use of arbitration for the settlement of international disputes. He recognizes that the signature of the Optional Clause by His Majesty's Government does not bind them to comply with a French request for arbitration in this case, owing to the reservation regarding past events which was attached to their signature; but he is strongly of opinion that it would be altogether inconsistent with the general policy of His Majesty's Government in regard to arbitration to offer a blank refusal to a properly formulated request for arbitration on this matter on the part of the French Government. He cannot, therefore, acquiesce in the view that it is Palestinian interests which are really and substantially concerned; and since it appears that if those interests alone were concerned the Secretary of State for the Colonies could not agree to the reference of the question to arbitration,

* No. 80.

it seems impossible to deny that the proposal to accept arbitration is based essentially on Imperial grounds, and that any cost which may prove to be involved should fall upon Imperial funds. For these reasons Mr. Henderson desires to urge Their Lordships to accept any such cost as a liability upon the Diplomatic and Consular Vote.

3. I am to request the favour of a very early reply to this letter, as the Secretary of State is constantly being pressed by the French Ambassador for a decision on the subject.

4. A copy of this letter is being sent to the Colonial Office.

I am, &c.,
MONTEAGLE.

No. 84.

C. 77117/30 [No. 29].

OPINION OF THE LAW OFFICERS.

Law Officers' Department, 28th May, 1930.

WE have taken the matter into our consideration and, in obedience to your Lordship's commands, have the honour to REPORT

THAT—

1. We approve of the four conditions set out in paragraph 8 of that letter,* subject to this reservation in regard to condition (c) that it would form a precedent for imposing a liability for costs on the losing party in international arbitrations, and the question whether it is desirable to establish such a precedent is a question of policy rather than of law.

2. We consider that the matters set out in paragraph 6 of the letter should constitute a good and valid defence in international law, in view of the authorities cited in that paragraph of the letter and also Moore's *International Law Digest*, Vol. 6, pages 248, 638-9, Wharton's *International Law Digest*, Vol. 2, pages 544-5, Borchard on *Diplomatic Protection of Citizens Abroad*, pages 660-1.

3. We think that Palestine Potash Limited will not have any legitimate ground of complaint and will not be released from their obligations by reason of a submission to arbitration in the manner proposed.

4. We are of opinion that the Treaty neither affirms nor denies the validity of the Concession, which does not fall within the terms either of Article 1 or of Article 9 of the 12th Protocol. Accordingly the validity or invalidity of the Concession is to be determined by the rules, if any, of international law applicable to the subject. It appears to us to be doubtful whether the practice of nations in regard to concessions granted by the Government of a ceded or conquered territory is sufficiently settled to be regarded as forming part of the system of international law. Reasonable principles for the guidance of a government in dealing with concessions in respect of conquered territory were laid down in the Report of the Transvaal Concession Commission, which is set out in Pitt Cobbett's *Leading Cases*, 4th Ed., Vol. 2, pages 349-358. The Commission did not put forward those principles as being legally binding but only as suggestions as to the manner in which the discretion of the Government should be exercised. Westlake on the other hand expressed the view (*International Law*, Part I, pages 74-83, and L.Q.R., Vol. 17, pages 392-401) that a conquering State had not an unfettered discretion in regard to such concessions, but was subject to obligations in international law and in the absence of special reasons could not cancel such concessions without paying compensation.

In the present case, however, if we are right in our answer to the second question the defence to the arbitration should succeed whatever view may be taken with regard to these difficult and unsettled problems.

We have, &c.,
WILLIAM A. JOWITT.
JAS. B. MELVILLE.

* No. 78.

C. 77117/30 [No. 31].

No. 85.

COLONIAL OFFICE to FOREIGN OFFICE.

Downing Street, 3rd June, 1930.

SIR,

I AM directed by Lord Passfield to refer to the letter from this Department of the 10th April,* enclosing a copy of a letter† to the Law Officers of the Crown regarding the reference to arbitration of the claim of a French group in respect of the Dead Sea Salts Concession, and to transmit to you, to be laid before Mr. Secretary Henderson, a copy of a letter‡ which has been received from the Law Officers in reply.

2. Subject to the Lords Commissioners of His Majesty's Treasury agreeing to accept financial responsibility, the Secretary of State agrees that the French Government should be informed that His Majesty's Government are willing to submit the question to arbitration on the conditions set out in paragraph 8 of the letter to the Law Officers.

3. A copy of this letter, with the enclosure, is being sent to the Treasury.

I am, &c.,
O. G. R. WILLIAMS.

C. 77117/30 [No. 41].

No. 86.

FOREIGN OFFICE to THE FRENCH AMBASSADOR.

(Copy received in Colonial Office 16th July, 1930.)

[Answered by No. 89.]

YOUR EXCELLENCY,

Foreign Office, S.W.1, 15th July, 1930.

ON 15th October last Your Excellency left at the Foreign Office a memorandum§ regarding the question of the claim of a French group in respect of a pre-war concession for the extraction of salt deposits from the Dead Sea. When making this communication, you expressed the hope of the French Government that His Majesty's Government would reconsider their previous decision, communicated to you in my note of 20th August, 1929,|| to refuse arbitration on this question.

2. In view of your representations on the subject, His Majesty's Government have reconsidered the whole matter, and I am happy to be able to inform you that they are now prepared to agree to the submission of the present question to arbitration by the Permanent Court of International Justice at The Hague, subject to the following four conditions:—

- (a) that the French Government agree themselves to adopt and accept responsibility for the claim put forward by the French group;
- (b) that the French Government agree that the point to be submitted for decision to the Permanent Court of International Justice at The Hague is whether any right possessed by the French Government in international law has been infringed by the refusal of His Majesty's Government to recognize the validity of the concession;
- (c) that the French Government agree to the insertion in the terms of reference to the Permanent Court of a provision enabling the Court to award costs to the successful party;
- (d) that the French Government agree to the reference to arbitration of the British claims arising out of disturbances in Syria in 1925 and 1926, as presented to the French Government by His Majesty's Embassy in Paris in November, 1926, and April, 1927.

3. As regards this last condition, I shall be glad if you will draw the attention of the French Government to the fact that, in a note dated 4th May, 1929, His Majesty's Embassy in Paris informed the Ministry for Foreign Affairs that His Majesty's Government had no option but to make the formal request—which, in the hope that a settle-

* C. 77117/30: not printed. † No. 78. ‡ No. 84. § Enclosure in No. 72. || No. 71.

ment by diplomatic negotiation might be reached, they had long delayed—that the whole matter should be referred to arbitration, in accordance with Articles 1 and 2 of the Anglo-French Arbitration Agreement of 14th October, 1903. It was explained that if the French Government considered that neither the Permanent Court of International Justice, nor the Permanent Court of Arbitration were suitable for the arbitration of these claims, where the amount at issue was comparatively small, His Majesty's Government would be prepared to consider any alternative proposal which the French Government might put forward, and various suggestions were made as to the form of arbitration which might suitably be adopted. No official reply has been received by His Majesty's Government to this proposal, notwithstanding frequent reminders on the part of His Majesty's Ambassador in Paris.

4. If the French Government agree to the four conditions put forward above, His Majesty's Government will be ready to proceed without delay with the necessary arrangements for the submission to arbitration of the French group's claim to the Dead Sea Salts Concession.

I have, &c.
(for the Secretary of State),
G. W. RENDEL.

C. 77117/30 [No. 43].

No. 87.

PALESTINE.

THE SECRETARY OF STATE TO THE OFFICER ADMINISTERING
THE GOVERNMENT.

[Answered by No. 88.]

(Confidential.)

SIR,

Downing Street, 5th August, 1930.

I HAVE the honour to refer to my despatch Confidential A of the 27th June, 1930,* enclosing a print of correspondence regarding the claim of a French group in respect of a pre-war concession for the extraction of salt deposits from the Dead Sea, and the desire of the French Government that the claim should be submitted to arbitration.

2. For the reasons indicated in this correspondence, His Majesty's Government have decided, subject to the acceptance by the French Government of certain conditions, that the dispute should be submitted to arbitration by the Permanent Court of International Justice at The Hague, and I enclose for your information a copy of a note† which has been addressed to the French Ambassador setting out the conditions on which His Majesty's Government have agreed to arbitrate.

3. I had been unwilling to agree to the submission of this claim to arbitration, except on the basis that His Majesty's Government should assume responsibility for the expenses of the arbitration and for any damages and costs that might be awarded against His Majesty's Government in the event of the claim succeeding. As the Treasury, however, were unwilling to accept this responsibility and contended that the interests of Palestine were primarily concerned in the matter, the question was referred to the Cabinet who have decided that the arbitration should be undertaken at the risk and cost of His Majesty's Government in the first instance. It is not anticipated that the case will be decided in favour of the claimants, but should this unfortunately happen, the Cabinet decided that the Palestine Government should be approached with a view to their paying as large a share as possible of the costs and of any damages that might be awarded.

4. In view of the terms of the indemnity agreement made with Palestine Potash Limited, it will not be possible to secure from the latter any indemnification in respect of any pecuniary damages that may be awarded. In the circumstances, I should be glad if you would favour me with your observations with regard to the question of the assumption by Palestine of responsibility for any portion of the cost of the arbitration and of the damages which might become payable in the event of an adverse decision.

I have, &c.,
PASSFIELD.

* C. 77117/30: not printed.

† No. 86.

C. 77117/30 [No. 48].

No. 88.

PALESTINE.

THE OFFICER ADMINISTERING THE GOVERNMENT TO THE SECRETARY
OF STATE.

(Received 22nd September, 1930.)

(Confidential.)

High Commissioner for Palestine,

My LORD,

Jerusalem, 13th September, 1930.

I have the honour to acknowledge the receipt of Your Lordship's Confidential despatch of the 5th August,* regarding the claim of a French group in respect of a pre-war concession for the extraction of salt deposits from the Dead Sea, and the desire of the French Government that the claim should be submitted to arbitration.

2. I observe it has been decided that the arbitration shall be undertaken at the risk of and cost of His Majesty's Government in the first instance, and that this Government should be approached with a view to pay as large a share as possible of the costs and of any damages that might be awarded should the case be decided in favour of the claimants.

3. As regards the question of the Palestine Government sharing with His Majesty's Government in the costs and damages which might become payable in the event of an adverse decision, I have nothing to add to the arguments advanced by Your Lordship against the proposal in the correspondence a copy of which was transmitted to me under cover of despatch Confidential "A" of the 27th June last.† I do not think, however, that in any circumstances Palestine should pay more than one-half of any sum awarded.

I have, &c.,

S. S. DAVIS,

Officer Administering the Government.

C. 77117/30 [No. 49].

No. 89.

FRENCH AMBASSADOR TO FOREIGN OFFICE.

(Copy received in Colonial Office 29th September, 1930.)

[Answered by No. 90.]

(Confidential.)

Ambassade de France,

M. LE SECRETAIRE D'ETAT,

Londres, le 4 septembre 1930.

PAR sa lettre du 15 juillet dernier,‡ votre Excellence a bien voulu me faire savoir que le Gouvernement britannique était disposé à soumettre au jugement de la Cour permanente de Justice internationale les réclamations du groupe française intéressé à la concession accordée avant la guerre pour l'exploitation des gisements de sels de potasse de la mer Morte.

Je n'ai pas manqué de transmettre cette communication à mon Gouvernement, qui a appris avec satisfaction que le Gouvernement de Sa Majesté acceptait ses propositions à cet égard, et qui a examiné avec le plus grand soin les conditions auxquelles le Gouvernement de Sa Majesté a cru devoir subordonner l'acceptation qu'il a énoncée.

A cet égard, j'ai été chargé de porter à la connaissance de votre Excellence ce qui suit :—

La première condition formulée au nom du Gouvernement de Sa Majesté ne correspond pas aux dispositions que l'en rencontre habituellement dans les compromis d'arbitrage: sa portée n'apparaît pas clairement au Gouvernement française; enfin elle aurait pour conséquence d'obliger celui-ci à soumettre ce différend au Parlement, ce qui entraînerait des retards préjudiciables.

La seconde condition qui paraît avoir quelque rapport avec la première ainsi qu'avec le fait qu'il a été envisagé de soumettre le différend à la Cour permanente de Justice internationale paraît également s'écarter des formules généralement employées

* No. 87.

† C. 77117/30: not printed.

‡ No. 86.

dans les compromis par lesquelles deux Puissances conviennent de soumettre les réclamations de leurs nationaux à l'arbitrage. En même temps, elle ne met pas assez en lumière que les points essentiels à faire trancher par le juge sont ceux de savoir : (1) si, selon le droit et l'équité, la prétention du groupe français représenté par MM. du Boullay, Kiener et Casanova à l'exploitation des sels de la mer Morte est fondée; (2) dans le cas de l'affirmative, si le Gouvernement britannique est en droit de déposséder ce groupe, et (3) si le Gouvernement britannique a ce droit, moyennant quelle indemnité.

Quant à la question des dépens, le Gouvernement de la République croit devoir faire observer qu'il n'est pas à sa connaissance qu'un compromis d'arbitrage déferant un litige à la Cour permanente de Justice internationale ait jamais contenu une disposition analogue à celle qui fait l'objet de la troisième condition énoncée par le Gouvernement britannique. La Cour permanente de Justice internationale n'a, depuis son institution, jamais prononcé de condamnation aux dépens. La portée exacte de l'article 56 de son règlement, qui vise de telles condamnations n'est pas nettement définie, étant donné qu'en dehors des frais d'enquête et d'expertise, il n'y a pas à proprement parler de "dépens" devant la Cour. Le Gouvernement britannique n'a pas cru non plus devoir préciser de quelles sommes il s'agissait. Le Gouvernement français ne serait pas, dans ces conditions, en mesure d'accepter une clause prévoyant la condamnation de la partie perdante aux dépens.

La quatrième condition posée par le Gouvernement de Sa Majesté a trait au règlement arbitral des réclamations présentées par ses ressortissants à la suite des troubles survenus en Syrie en 1925 et 1926. Le Gouvernement de la République n'a pas pu apercevoir le moindre lien entre cette question et celle des sels de la mer Morte. Il est donc persuadé que le Gouvernement britannique renoncera d'autant plus volontiers à cette condition qu'il est certainement à même d'apprécier pleinement tous les inconvénients qu'il peut y avoir à soulever devant une juridiction internationale le problème de la responsabilité d'une Puissance mandataire pour les dommages résultant de troubles survenus sur un territoire sous son mandat.

Le Gouvernement de la République comprend bien que le Gouvernement britannique n'a point posé ces diverses conditions sans de sérieux motifs. Aussi a-t-il cherché une voie qui permettrait aux deux Gouvernements de donner suite à leur commun désir de voir le différend réglé par arbitrage. Il estime que ce résultat pourrait être obtenu si les deux Gouvernements, au lieu de déferer le litige à la Cour permanente de Justice internationale, s'entendaient pour constituer un tribunal spéciale devant lequel le groupe française aurait lui-même à soutenir sa prétention. Dans ce cas, la première condition formulée par le Gouvernement britannique n'aurait plus d'objet et tomberait. La question à soumettre à ce tribunal arbitral pourrait être rédigée conformément aux indications fournies ci-dessus au sujet de la deuxième condition. Il n'y aurait plus d'objections à la clause proposée par le Gouvernement britannique au sujet de paiement des frais par la partie perdante. Il va de soi que la quatrième condition continuerait à être écartée.

Veuillez, &c.,
A. DE FLEURIAU.

C. 77117/30 [No. 52].

No. 90.

FOREIGN OFFICE to THE FRENCH AMBASSADOR.

(Copy received in Colonial Office, 30th October, 1930.)

YOUR EXCELLENCY, Foreign Office, S.W.1, 28th October, 1930.

I HAVE to thank you for your note of 4th September,* regarding the proposed arbitration in respect of the claim of a French group to the concession for the extraction of salts from the Dead Sea.

2. Your Excellency explains in this note that the French Government, while welcoming the readiness of His Majesty's Government to consent to the reference of this question to the Permanent Court of International Justice at The Hague, are unable to accept any of the four conditions to which His Majesty's Government have made that consent subject. The French Government, therefore, propose that the claim put forward by the French group against His Majesty's Government shall be submitted,

* No. 89.

not to the Permanent Court of International Justice at The Hague, as originally proposed by the French Government and now conditionally agreed to by His Majesty's Government, but to a special arbitral tribunal to be constituted for the purpose—a proposal which, in their view, would render the conditions put forward by His Majesty's Government unnecessary and inapplicable. They further suggest the terms of reference which might suitably be agreed upon if this procedure were to be adopted.

3. His Majesty's Government have now considered the various arguments put forward in Your Excellency's note in support of the attitude adopted by the French Government in this matter and, to my regret, cannot regard them as either valid or well-founded.

4. The first condition put forward by His Majesty's Government was that the French Government should themselves adopt and accept responsibility for the claim put forward by the French group. Your Excellency states that this condition does not correspond to the dispositions ordinarily found in arbitration proceedings, that its object is not clear to the French Government, and that it would necessitate the reference of the dispute to the French Parliament, a proceeding which would involve a regrettable delay. The second condition put forward by His Majesty's Government was that the French Government should agree that the point to be submitted for decision to the Permanent Court of International Justice at The Hague was whether any right possessed by the French Government in international law had been infringed by the refusal of His Majesty's Government to recognize the validity of the concession. Your Excellency explains that this condition, which is linked to the preceding one, seems at variance with the procedure usually adopted when two States agree to submit the claims of their nationals to arbitration, and that it does not sufficiently emphasize the particular points at issue, the French Government's conception of which Your Excellency then proceeds to define.

5. In replying to these arguments I will begin by requesting Your Excellency to draw the attention of the French Government to the following quotations from certain recent judgments of the Permanent Court of International Justice at The Hague, which, though immediately concerned with other cases, establish certain general principles which have a direct bearing on the present issue.

6. Extract from judgment of the Permanent Court in the *Mavrommatis* case (Publications of the Court, Series A, No. 2, p. 11):—

"It is an elementary principle of international law that a State is entitled to protect its subjects when injured by acts contrary to international law committed by another State, from whom they have been unable to obtain satisfaction through the ordinary channels. By taking up the case of one of its subjects and by resorting to diplomatic action or international judicial proceedings on his behalf, a State is in reality asserting its own rights—its right to ensure, in the person of its subjects, respect for the rules of international law.

"The question, therefore, whether the present dispute originates in an injury to a private interest which, in point of fact is the case in many international disputes, is irrelevant from this standpoint. Once a State has taken up a case on behalf of one of its subjects before an international tribunal, in the eyes of the latter the State is sole claimant. . . .

"It is true that the State does not substitute itself for its subject; it is asserting its own rights and, consequently, factors foreign to the previous discussions between the individual and the competent authorities may enter into the diplomatic negotiations. . . ."

7. Extract from judgment of the Permanent Court relating to the *Cherzow* Factory (Publications of the Court, Series A, No. 17, p. 26):—

"It is a principle of international law that the reparation of a wrong may consist in an indemnity corresponding to the damage which the nationals of the injured State have suffered as a result of the act which is contrary to international law. . . . The reparation due by one State to another does not, however, change its character by reason of the fact that it takes the form of an indemnity for the calculation of which the damage suffered by a private person is taken as the measure. The rules of law governing the reparation are the rules of international law in force between the two States concerned and not the law governing relations between the State which has committed a wrongful act and the individual who has suffered damage. Rights or interests of an individual, the violation of which rights causes damage, are always in a different plane to rights belonging to a State, which rights may also be infringed by the same act. The damage

suffered by an individual is never, therefore, identical in kind with that which will be suffered by a State; it can only afford a convenient scale for the calculation of the reparation due to the State."

8. Extract from judgment of the Permanent Court in the case of the Serbian loans (Publications of the Permanent Court, Series A, Nos. 20 and 21, pp. 15, 17, and 18):—

" . . . It is true, however, that, in the preamble, as also in Article 1 above quoted, the Special Agreement defines the dispute by stating, not the respective contentions of the two Governments, but, on the one hand, that of the Serb-Croat-Slovene Government and, on the other, that of the French bondholders; the Court will revert to this point. . . .

" Nevertheless, according to the strict terms of the Special Agreement, the controversy submitted to the Court does not appear as a dispute between the two Governments, but as one between the Government of the Serb-Croat-Slovene Kingdom and the French bondholders of certain Serbian loans. . . .

" It follows that if the dispute referred to the Court by the Special Agreement between France and the Serb-Croat-Slovene state were to be regarded as a dispute between the Government of the Serb-Croat-Slovene Kingdom and certain bondholders of the loans, one of the essential conditions of procedure before the Court, namely, the legal capacity of the Parties, would be unfulfilled.

" In this connexion, reference should be made to what the Court has said on several occasions, and in particular in Judgments Nos. 2 and 13, namely, that *by taking up a case on behalf of its nationals before an international tribunal, a state is asserting its own right—that is to say, its right to ensure in the person of its subjects, respect for the rules of international law.* . . .

" It is however to be noted that the question whether the manner in which the Serb-Croat-Slovene Government is conducting the service of its loans is in accordance with the obligations accepted by it, is no longer merely the subject of a controversy between that Government and its creditors. When the holders of the Serbian loans, considering that their rights were being disregarded, appealed to the French Government, the latter intervened on their behalf with the Serb-Croat-Slovene Government. Diplomatic negotiations followed; but whatever took place during these negotiations, it is common ground that the Serb-Croat-Slovene Government did not reject the intervention of the French Government, but contended that the service of the loans was being effected by it in full conformity with the obligations resulting from the contracts. This view, however, was not shared by the Government of the French Republic. As from this point, therefore, there exists between the two Governments a difference of opinion which, though fundamentally identical with the controversy already existing between the Serb-Croat-Slovene Government and its creditors, is distinct therefrom; for it is between the Governments of the Serb-Croat-Slovene Kingdom and that of the French Republic, the latter acting in the exercise of its right to protect its nationals. It is this difference of opinion between the two Governments and not the dispute between the Serb-Croat-Slovene Government and the French holders of the loans, which is submitted by the Special Agreement to the Court. . . ."

9. It will be apparent from the above quotations that it is well-established that, when a State makes representations to another State with regard to the treatment of its nationals by that State, and there is a difference of opinion between them which is referred to arbitration or to judicial settlement, (1) the parties to the difference so referred are the two States, (2) the claimant State claims for an injury done to itself in the person of its national or nationals, and (3) the claimant State must establish, in order to succeed, a breach of international law. Moreover, it is clear that, in the opinion of the Permanent Court, this is in fact the case even if the terms of the special agreement refer (incorrectly, in the Court's opinion), to the claim of the national or nationals of the claimant State on the one hand, and the contentions of the Government of the defendant State on the other.

10. The French Government will thus see that the first and second of the conditions, which His Majesty's Government have put forward, correspond exactly with the view of the legal position which has been taken by the Permanent Court of International Justice itself. His Majesty's Government, in agreeing to submit the present dispute to the Court on these conditions, are indeed giving to France everything which, in the opinion of the Permanent Court, France is entitled to demand, namely, the submission, to the highest international jurisdiction, of such claim as the French

Government may think fit to put forward, on the basis of an alleged injury to France, in the person of French nationals, caused by action contrary to international law. Such a submission would enable the Court, if it should hold the French claim to be justified, to award damages for any such injury of which France is legally entitled to complain. His Majesty's Government accordingly hope that, in view of this explanation, the meaning of their first condition will now be clear to the French Government, and that the French Government will recognize that the terms of their second condition exactly cover the only type of claim which France is entitled to make against His Majesty's Government in international law.

11. As to the argument that the acceptance of these conditions would necessitate a reference of the matter to the French Parliament. His Majesty's Government can only regard this as a purely French internal question, with which they are not concerned.

12. I have already explained that the submission of this claim to the Permanent Court of International Justice under the first two conditions proposed by His Majesty's Government in the United Kingdom is in exact accordance with the rulings of the Permanent Court of International Justice as to the legal position when a State put forward claims in respect of alleged injuries to its nationals against another State, and therefore provides a means of settling, in the correct and regular manner, any claim which the French Government are entitled to make. I have not been able to find in Your Excellency's note any good reason justifying in the present case a departure from the regular procedure. With regard, in particular, to Your Excellency's observations on the first of His Majesty's Government's conditions, I find it difficult to understand how the French Government, if they are not prepared to assume responsibility for the present claim, can reasonably expect His Majesty's Government to regard the claim as a serious one, suitable for submission to an international tribunal. I may remind Your Excellency that until the autumn of 1927, the only interests in this claim—according to the information of His Majesty's Government—were those of British nationals. The representatives of these British nationals, having repeatedly failed to establish their case or to secure satisfaction for their demands, and seeing no other means by which they could take the matter further, than openly threatened that, if their demands were not satisfied, they would make the question an international matter, and stated that foreign interests had been brought in, admittedly for the sole purpose of enabling the claim to be taken before the Permanent Court of International Justice at The Hague. Very shortly after this Your Excellency, on 21st February, 1928,* made your first representations, on behalf of the French group which the British claimants had now introduced into the matter.

13. I need not recapitulate the various stages of the discussion which followed, beyond reminding Your Excellency that, although His Majesty's Government informed the French Government on 16th April,† that they could not recognize the concession, and that two successive groups of British nationals, who had preferred claims in respect of it, had been so informed, no further communication was received from the French Government until 9th February, 1929,‡ when Your Excellency left a second note at the Foreign Office, not containing any defence of the claim of the French group, but enclosing a draft statement prepared by the French private interests concerned, but bearing no signature, on which Your Excellency refrained from expressing any definite opinion. A full reply to this statement was nevertheless sent to Your Excellency on 14th March, 1929,§ in which the refusal of His Majesty's Government to recognize the concession was supported by detailed legal arguments—arguments which appear to His Majesty's Government to be conclusive, and have never been answered.

14. These facts alone would amply justify His Majesty's Government (were any justification needed) in refusing to deal directly with the private French interests concerned, and in only consenting to consider a claim made by the French Government themselves, or for which the French Government were prepared to assume responsibility. There exists a well-recognized rule of international law, by which a State, in order to be entitled to take up a claim on behalf of its nationals against another State, must be able to show that it possessed—in the persons of its nationals—a national interest in the subject of the claim at the time when the alleged injury occurred. His Majesty's Government have reason to doubt whether, in the present case, a claim by the French Government is justifiable under this rule; and they are not prepared to agree to any reference of this claim to an international tribunal which does not leave this point open for the appreciation of the tribunal.

* Enclosure 1 in No. 55.

† No. 57.

‡ No. 61.

§ No. 66.

15. As regards the third condition put forward by His Majesty's Government, i.e., that the French Government should agree to the insertion, in the terms of reference to the Permanent Court, of a provision enabling the Court to award costs to the successful party—a condition to which equally the French Government appear inclined to object—His Majesty's Government are prepared to admit that, so far as they are aware, no case hitherto submitted to the Permanent Court of International Justice at The Hague has contained a provision of this character. They consider, however, that there are certain cases in which such a provision may appropriately be made, and they are of opinion that in the present instance, and in view of the circumstances, as described above, which have attended this case, the insertion of such a condition is amply justified, as I have explained in paragraph 14, His Majesty's Government have already given, in reply to representations from Your Excellency, reasons which appear to them to prove conclusively that the claim is without foundation, and have received no answer to these arguments. In these circumstances it is only natural that His Majesty's Government should object to incur the expense which the hearing of such a case must inevitably entail, unless they can be assured that, in the event of their succeeding in establishing their position, they will not still be out of pocket, and that the expenses will be borne by the losing party. The proposal of His Majesty's Government that the Court should award costs to the successful party, will moreover leave the French Government entirely free to enter upon their part into such arrangements as they may think fit with the private French interests concerned for the reimbursement to the French Government of any expense which they might thus be condemned to pay to His Majesty's Government in the event of their claim being unsuccessful before the Court. In these circumstances His Majesty's Government regret that they must insist upon the maintenance of this condition, no less than of the others they have laid down, if the case is to be referred to any kind of arbitral tribunal.

16. If the French Government were prepared to accept the submission of this case to judicial decision on the conditions proposed by His Majesty's Government, the drafting of a special agreement of reference in accordance with these conditions could then be usefully considered, and His Majesty's Government would be ready to submit a draft agreement for the consideration of the French Government. Until, however, there is an agreement in principle as to these preliminary points, it does not appear that any useful purpose could be served by a discussion of points of drafting. For this reason I will not enter into any discussion in my present note of the formula set forth in paragraph 5 of Your Excellency's note. I will merely state that His Majesty's Government could not in any case accept the implication, contained in paragraph 3 of that formula that, even if His Majesty's Government held the right to "dispossess" the French group of its alleged concession, such a right could only be exercised on the payment of an indemnity by His Majesty's Government. The contention of His Majesty's Government, as Your Excellency is aware, is, and has always been, that the original concession was invalid, and that the French group can accordingly have acquired no rights whatever from the British group. The formulation of paragraph 3 seems, therefore, to some extent to contain a "*petitio principii*."

17. As regards the fourth condition put forward in my note of 15th July—i.e., that the French Government should now agree to the reference to arbitration of the British claims arising out of the disturbances in Syria in 1925 and 1926—I would request Your Excellency to remind the French Government, in some detail, of the course of the lengthy negotiations which have taken place on this question.

18. During the Syrian rebellion of 1925-1926, a number of British subjects, British protected persons, and natives of British mandated territories suffered serious loss or damage as a direct result of the action of the French military authorities, in respect of which they subsequently submitted claims against the French Government. On 4th December, 1925, His Majesty's Ambassador in Paris, under instructions from my predecessor, drew the attention of the French Government to these claims, and expressed the hope that they would be prepared to make arrangements under which British claimants would receive reasonable compensation. The French Government having replied to this communication by repudiating all responsibility for the events out of which the claims arose, and all liability towards the claimants, the matter was discussed informally between the Legal Advisers of the Foreign Office and of the French Ministry for Foreign Affairs, and it was explained that, if the French Government could not meet His Majesty's Government over this question in a more accommodating spirit, some kind of friendly arbitration must be pressed for. His Majesty's Government were fully conscious of the difficulties of the French Government in Syria, and did not wish to increase them. They could not, however, believe that the French Government really wished to escape liability for any mistakes committed on the French

side which might justify claims. Some form of arbitration, therefore, seemed equally advantageous to both sides. These conversations having led to no result, the matter was again discussed informally between His Majesty's Embassy in Paris and the Quai d'Orsay, in May, 1926. In the course of those conversations His Majesty's Embassy were informed that the French Government, no less than His Majesty's Government, were anxious to settle any well-founded claims in a quiet and friendly manner. It was, therefore, suggested that as small a list as possible of the claims, including only those which His Majesty's Government regarded as really well-founded and were ready definitely to support, should be prepared and communicated to the Quai d'Orsay, in order that they might be examined and, if possible, met in an amicable spirit.

19. On the receipt of this communication, the claims were subjected by His Majesty's Government to a careful scrutiny, in consultation with His Majesty's Consular officers in Syria. Such claims as to the soundness of which, either on legal grounds or for other reasons, there appeared to be any room for doubt, were abandoned; and a carefully selected list of the strongest claims was handed to the Quai d'Orsay on 5th November, 1926, the hope being expressed that the matter might now be disposed of without delay. No satisfactory reply was, however, received from the French Government. A supplementary list of claims, the investigation of which had not been completed when the previous list was sent in, was presented to the French Government on 1st April, 1927. A few further claims were held up pending further inquiries by His Majesty's Government, but these have now also been communicated to the French Government.

20. On 3rd June, 1927, the French Government sent an official reply regarding the claims presented in November, 1926, and April, 1927. This reply, so far from indicating any readiness on the part of the French Government to meet the claims in a friendly spirit, began by reasserting the original French denial of all responsibility for the events out of which the claims arose, and explained that the only satisfaction which the French Government could offer was a promise to allow the British claimants a share in the exiguous funds which had been collected from the rebels by way of fines—a sum entirely inadequate to meet even a small proportion of the claims.

21. During the next two years, His Majesty's Government made repeated efforts to obtain a settlement of this question, indicating their readiness to accept any form of settlement which would enable them to obtain reasonable satisfaction for such claims as they regarded as well-founded and for which they were prepared to take responsibility; but emphasizing the fact that it would be impossible for them to abandon the claims, and making it clear that, unless some satisfaction could be obtained, it would be necessary for them to demand arbitration. The attitude of the French Government, however, became less and less accommodating, and every fresh appeal made by His Majesty's Embassy in Paris was met either by protracted delays, or by the statement that the matter must be referred to Beirut for a further report. Eventually, on 4th May, 1929, His Majesty's Ambassador in Paris, under instructions from Sir Austen Chamberlain, addressed a note to the French Government, recapitulating the history of the recent negotiations and formally demanding arbitration in this matter. No reply has been received to this communication.

22. While, therefore, His Majesty's Government do not dispute the statement contained in Your Excellency's note that the question of the Syrian claims has no direct connexion with that of the present French claim in respect of the alleged Dead Sea Salts Concession, they cannot but feel the utmost surprise that the French Government should consider it natural and proper for His Majesty's Government to agree to the unconditional reference to arbitration of the claim of a private French group, while the French Government themselves continue to refuse to agree to any form of tribunal to decide upon British claims, which have been pressed for so long, and in respect of which His Majesty's Government have adopted so patient and conciliatory an attitude. I would further remind Your Excellency that His Majesty's Government have put forward no claim in respect of British losses arising out of the Syrian disturbances without assuring themselves that there is a *prima facie* case in international law against the French authorities, and without themselves assuming full responsibility for that claim. In these circumstances, they consider that they are entitled to demand at least reciprocity of treatment, and to insist on the French Government's agreeing to arbitration in the case of the British claims as an essential condition of their own agreement to refer the present French claim to any form of international arbitration.

23. Finally, I would remind Your Excellency of the recent consent of His Majesty's Government to accept arbitration in the case of the claim of Madame

Chevreau. His Majesty's Government can only regret that their unconditional compliance in this matter has not led the French Government to adopt a more conciliatory and reciprocal attitude in regard to the British claims.

24. In these circumstances, His Majesty's Government regret that they cannot consider the proposal of the French Government that the French group's claim in respect of the alleged concession for the extraction of salts from the Dead Sea should be referred to a tribunal other than the Permanent Court of International Justice at The Hague, and that it is impossible for them to abandon any of the four conditions set forth in my note of 15th July.*

I have, &c.
(for the Secretary of State),
G. W. RENDEL.

* No. 86.

Printed for the use of the Colonial Office.

MIDDLE EAST
No. 36

CONFIDENTIAL.

REPORT

ON THE

PALESTINE POLICE FORCE

BY
MR. H. L. DOWBIGGIN, C.M.G

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CONTENTS.

Part.	PAGE.
I. Inspection and Enquiry	5
II. A good understanding between the different Races is essential for good order ..	7
III. Maintenance of Public Safety	9
IV. Internal Defence	21
V. Past history of the Police Force	36
VI. Cost of the Force	39
VII. Supply	49
VIII. Composition of the Force	50
IX. Knowledge of languages	62
X. Training and instruction of the Force	69
XI. Supervision	86
XII. Housing of the Force	99
XIII. Extraneous Duties	109
XIV. Municipal Police	121
XV. British Police	128
XVI. Prevention of Crime	139
XVII. Collection and communication of Intelligence	145
XVIII. Investigation and detection of Crime	151
XIX. Prosecution of cases in the Courts	160
XX. Detention of Prisoners	183
XXI. Criminal Intelligence Branch	192
XXII. Organization and Control	217
XXIII. Officers	232
XXIV. District Commissioners and District Officers	250
XXV. Headmen	252
XXVI. Village Ghaffirs and Supernumerary Constables	258
XXVII. Regulation of Traffic, First Aid to the Injured, Health of Police	260
XXVIII. The Commandant	261
XXIX. Summary	266

PALESTINE POLICE.

PART I.

Inspection and Enquiry.

On instructions received from the Secretary of State that I should go to Palestine to advise on the reorganization of the Palestine Police, I left Ceylon on the 15th January, 1930, and arrived at Jerusalem on the 27th January, 1930. I reported on my arrival in person to His Excellency the High Commissioner on the same day. As I had not previously served in or visited Palestine it was arranged that I should at first visit as many of the police stations and police posts throughout the country as was possible in the time at my disposal in order that I might get some idea of the kind of country in which the Police were called upon to maintain order, of the people the Police were required to serve, and the conditions under which the Force worked. It was also arranged that, while travelling through the country, I should have the opportunity of meeting District Commissioners, District Officers, Judges, Magistrates, Law Officers, representatives of local bodies and colonists, the Mayors of towns, and the notabilities of each District, the headmen and members of the public. Of the thirty-one stations and fifty-seven police posts in the country, I visited in company with the Commandant of Police thirty-one stations and thirty-four posts. I also visited the police office in each District, Sub-District, and Division, twenty-five in all. I had the opportunity of visiting two Prisons, two Jail Labour Companies, the Reformatory for boys, and the Remand Home for girls and women. In the course of my tour I was able to visit some of the Arab villages and Jewish colonies in each District, and I visited a German colony in the Southern District. On the northern boundary I met the Commandant of the Lebanese Gendarmerie, on the southern boundary I had the privilege of meeting and staying with the Governor of the Sinai Province in Egypt (Major Jarvis), and by the courtesy of the Air Officer Commanding, who very kindly arranged to fly me over Trans-Jordan, I was able to see the Resident (Colonel Cox), Peake Pasha and the Arab Legion, Colonel Shute and the Trans-Jordan Frontier Force, detachments of which I had previously met at Jericho, Safad, Beisan, and Semakh. On my return to Jerusalem I called upon and sought advice of the Chief Justice, the Air Officer Commanding, the Chief Secretary, the Attorney-General, the Treasurer, the Officer Commanding Troops, and all the heads of Government Departments whose work in any way brought them into contact with the Police. I had interviews with the Grand Mufti, with representatives of the various Jewish and Zionist organizations, with the ministers of various denominations, and with persons engaged in religious, educational, social, and medical work. I saw the Chairman of the Chamber of Commerce and people of different nationalities engaged in trade in Jerusalem, Haifa and Jaffa. I was given access to all secret and official reports and documents which bore on the situation in Palestine and the responsibilities of the Police Force. His Excellency the High Commissioner in the kindest way possible permitted me to have access to him at all times, and gave up to me a great deal of his own most valuable time. I desire respectfully to express my sense of obligation to His Excellency for the advice and assistance which he himself so generously gave me and caused to be placed at my disposal. To the Chief Justice, the Air Officer Commanding, the Chief Secretary, the Attorney-General, the Treasurer, the District Commissioners, and Heads of Departments I am indebted for their very valuable advice, and to the Commandant of Police for the facilities which were given to me to see everything I wanted, for the motor-car placed at my disposal, and for all the arrangements which were made for me throughout my stay in Palestine. Everywhere I went I was most hospitably and kindly received. I cannot too gratefully express my thanks to all persons and representative bodies, both public and private, who gave up so much of their time to advise me, and for the facilities given to me to see every part of the country. Without this aid I should have been quite unable, in a comparatively short space of time, to get any real insight into the problems of the organization and administration of the Police Force in Palestine.

In some cases, in the course of interviews and in correspondence, the conduct and behaviour of individual members of the Police Force during the disturbances in August, 1929, and the evidence given by individual members of the Force in cases arising out of the riots were referred to. In each case I informed the persons concerned that I had not been deputed to hold an enquiry into the action or conduct of the Police during the disturbances, and that that was a matter which had already been gone into by a Special Commission. I made it clear that my responsibility was to advise on the organization of the Force, and I directed persons who had complaints to make against the work done or the evidence given by individual Police Officers in cases arising out of the riots to submit their complaint to the Commandant of Police.

2. The Police Force is commanded by Mr. A. S. Mavrogordato, O.B.E. Mr. Mavrogordato, whose age is forty-three, served in the Cyprus Military Police in various capacities from 1903 to 1912. His first appointment was that of a clerk in the Cyprus Military Police, to which post apparently he was appointed at the age of seventeen. From the year 1913 to 1922 Mr. Mavrogordato filled several Police and other Government appointments in the Colony of Sierra Leone. In December, 1922, he was appointed Deputy Inspector-General of Police and Prisons in Palestine. At that time the Troops, Gendarmerie, and Police Force were commanded by the General Officer Commanding Troops (General Tudor), and on appointment Mr. Mavrogordato became responsible to the General Officer Commanding for the administration and supervision of the Police side of the General Officer Commanding's command. On the 1st April, 1924, Mr. Mavrogordato was appointed Acting Inspector-General of Police and Prisons, and had sole control of the Police Force, and was responsible to the Government of Palestine for the administration and supervision of the Force. On the 1st April, 1926, he was confirmed in the command and appointed Commandant of Police. Mr. Mavrogordato has therefore been responsible for the administration, training, and supervision of the Police Force for seven and a quarter years. The salary attached to his appointment is £P.1,200 to which is added an Expatriation Allowance of £P.200 and a sum of £P.97 per annum on account of the cost of living. Of the total amount of £P.1,497 the sum of £P.1,400 is pensionable. A commuted allowance of £P.15 per month is paid to him to enable him to keep and maintain a motor-car, in which he performs journeys on duty, and he receives forage allowance for one horse.

3. The authorized strength of the Police Force as provided for in the 1930 Estimates is one Commandant, one Deputy Commandant, thirty-six District Superintendents, Deputy Superintendents, and Assistant Superintendents, sixteen British Inspectors, sixty-one Palestinian Inspectors, and one thousand two hundred and eighty-one other ranks, a total of one thousand three hundred and ninety-six. Of the other ranks five hundred and sixty-seven are mounted (of whom twenty-five are mounted on camels) and seven hundred and fourteen are foot police. The present strength of the British police is eight officers and five hundred and seventy-one other ranks, a total of five hundred and seventy-nine. The total strength of the whole Police Force is one thousand nine hundred and seventy-five. In the Estimates the total number of superior officers, *i.e.* officers of and above the rank of Assistant District Superintendent of Police, is shown as forty-six. This does not include two officers seconded to Trans-Jordan for duty with the Arab Legion. Two officers who are shown in the Prison estimates are actually employed on police duties, and should in future be shown in the Police estimates. One officer is employed with the District Administration and should not in future be shown in Police estimates. The actual number of superior officers doing duty with the Police is forty-seven, of these thirty-five are British. In addition to the figures above quoted there are two Inspectors and three hundred and sixty-four other ranks of a body known as "Municipal Police" who do duty in municipal towns and are nominally paid for by the Municipality. In the year 1929 the Municipalities of Jerusalem, Jaffa, Haifa, Nablus, and Tel Aviv received a grant-in-aid from Government towards their general expenditure, which includes the cost of Police employed within the Municipality. In the case of Tel Aviv in the year 1929 the Municipal Council was allotted a sum of approximately £P.6,000 to cover the cost of emoluments and clothing, etc., of the Police in Tel Aviv. It has already been recommended by a Committee which reported on the Municipal

Police in June, 1927, that this body should be incorporated in the main Police Force.

Under the arrangements proposed the maximum contribution of the Municipalities in aid of the Police Vote would be 50 per cent. of the total estimated cost of pay (excluding the cost of uniform, equipment, and allowances for good conduct and proficiency) of urban foot police in municipal areas. This is a proposal which I beg to recommend, and the matter will be referred to in detail in a later paragraph of this Report.

The Force was sixty-three under establishment of Palestinian police and recruits under training on the 17th March, 1930. This is due to the fact that the buildings which were being used for the Police Training School are temporarily occupied by the military for lack of barrack accommodation. Barrack accommodation is being provided for the troops, and when they move out it will be possible for the enlistment and training of police recruits to be restarted.

PART II.

A Good Understanding between the Different Races is Essential for the Maintenance of Good Order.

4. The two important points to be considered in connection with the organization of the Police Force are the maintenance of public safety at the present time and the system of administration, training, and supervision required in the future. The most urgent problem is that of public safety. Before discussing details as to how security can best be provided it may be advisable to review the needs of the situation. Being a stranger to the country it is with great diffidence that I venture to place on record any views on the subject. I can only state what I have gathered as a result of observation and enquiry made during my visits to different parts of the country, and my interviews with people of different race, religion, and class. A stranger is struck at once by the intolerance of the different communities which inhabit the country. This spirit of intolerance is not confined to Jew and Arab. In the *London Times* of 29th August, 1929, it was stated:—

"There may be something in the atmosphere of Jerusalem which seems to dry up the springs of tolerance and sweet reasonableness in the breasts of those who live there for any length of time. Rival Christian churches have shed blood about the position, not of a whole carpet, but of one small corner of a carpet in the Church of the Nativity at Bethlehem."

In *Prophets, Priests, and Patriarchs* (Luke, p. 6) the question is asked:—

"Is Jerusalem a city of living faith or merely a swarming of sects about the corpse of religion?"

It is stated that:—

"There is a tradition of incessant struggle on the part of one sect or religious body to maintain its footing against its rivals. The prevailing spirit, especially in the Holy Places, is not so much that of conciliation and compromise, of sweet reasonableness and brotherly love, as that of meticulous insistence upon the pound of flesh."

These references are quoted as indicating that, in their differences in Palestine, the Jew and Arab find already in the country an atmosphere which tends to drive them further and further apart rather than helping to draw them together. I have never previously met in any place feelings so acute as those between Arab and Jew in Palestine to-day. It struck me in the course of the many interviews I had with both Arabs and Jews that, with very few exceptions, the most intolerant were the leaders and persons of education and standing in their communities, who definitely were in a position to command a following. In this lies the danger of the present situation. Another point which should be stated is that, so far as I can gather when it comes to dealings with the Jews, there is little difference between the Arab-Moslem and the Arab-Christian. The most virulent anti-Semite individual I met was a gentleman who described himself as an Arab Christian Minister.

5. A Police Officer should not concern himself with politics, but should concentrate his energies on maintaining good order amongst the different classes he is called upon to serve and do his duty amongst them as he finds them. The political aspect of the situation should, therefore, ordinarily speaking, not find a place in this Report, but, as the question of the number of years during which it will be necessary to take special precautions to prevent disturbances will have to be considered, I venture to say that the impression made on me is that this feeling of positive hatred between Arab and Jew is not just the result of an incident or of several incidents at the Wailing Wall, but is due to other causes, economic, racial, and political. The Police are of the people, and the Police Force must necessarily be largely recruited from the people of the country. The best Police Force in the world would find great difficulty in doing efficient police work in a country divided into two factions intent on having nothing to do with each other. I would respectfully submit that the first and most important step necessary to ensure an efficient Police Force in Palestine is to remove, so far as is possible, or, at any rate, reduce, the acuteness of the cause of this ill-feeling. The only conditions under which police work can successfully be done is when no partiality is shown in dealing with different races and the different classes of the population. The law is no respecter of persons, and the Police should see that the Government of the country deals with all persons alike. No amount of insistence in Police Orders to the effect that the law is no respecter of persons will prevail unless every man in the Police Force sees that this is the attitude of the Government and of all its principal officers. The lead must come from the Government, and conditions must be created which will make it possible for the Government to declare that this is their policy and intention. If this is not done, or if this is not possible, it will be quite useless endeavouring to create an efficient Police Force, for the present conditions will rapidly become worse. The repercussions of the present acute feeling extend far beyond the boundaries of Palestine, and it would not be a matter for the Police Force but for armies.

6. Of all the persons of standing of both sides that I have met the Chancellor of the Hebrew University (Dr. J. L. Magnes) is the only person who has stated that the only hope for Palestine is that Jew and Arab should endeavour to understand each other, and, by mutual respect, forbearance, and a spirit of "give and take," make it possible for both to live and work together in harmony. Dr. Magnes not only holds this opinion but has had the courage to publish his views in a small book under the title of "Like All the Nations?" On page 40 of this book it is stated:—

"The Joshua method is not the way for us of entering the Promised Land. The retention of bayonets in the land against the will of the majority of the population is repugnant to men of good will and the Eternal People should rather continue its long wait than attempt to establish a Home in the Holy Land, except on terms of understanding and peace."

On page 55 :—

"We do not want the Jews to be a privileged class in Palestine."

On page 73 :—

"If you build your home not on an empty field, but in a place where there are other homes and inhabitants, you are master only so far as the gate of your home. There, within, you can arrange things as you choose, but beyond the gate all the inhabitants are partners, and the general administration must be arranged from the point of view of the common good. Thus 'national homes' of different people in the same country can claim national freedom for themselves only in internal affairs, while the conduct of the common interests of the country is to be entrusted to all the 'householders' together, provided the relations between them and their cultural status qualify them for this. Otherwise this task is to be entrusted to an outside trustee who will see that no one's rights are infringed."

As an example of the spirit prevailing may I be permitted to quote a simple instance which came to my knowledge in the Southern District. The Manager (British) of the Shell Oil Company's offices and depot at Tel Aviv told me that when he put up a signboard in English outside his office, he was made to take it down by the Jewish municipal authority as only signboards in Hebrew were allowed in the town of Tel Aviv. What strikes a stranger to the country is that, if such an attitude can be brought to bear on so trivial a matter, what must be the feelings when important issues in religious and political matters are under consideration? I have taken the liberty of quoting these passages for I am convinced that it is on the lines suggested by Dr. Magnes that not only the people of the country, but Jew and Arab in the Police Force, can work and live together. A Jewish Deputation informed me the meaning of the word "Jerusalem" was "See Peace." If this is so there is no better aim for all concerned to work for.

PART III.

Maintenance of Public Safety.

7. If it is possible for something to be done to bring about better relations between the different races in the country, we may hope that the next generation of Jews and Arabs will get on better together. As regards the present generation an improvement of the political situation should have the effect of preventing their differences of opinion and their feelings becoming more acute than they are at the present time, but it will not be safe to assume that the present generation will forget what has happened in Palestine in recent times. In some countries it is a tradition that the best course is to cut your loss and start again. In other countries and with some races the past is not easily forgotten. It has been said that an Englishman never remembers and an Irishman never forgets. From what I can gather neither the Jew nor the Arab are inclined by nature to cut their losses and start afresh. A blood feud is handed down from one generation to the next amongst the Arabs. One has known in Ceylon many cases of murder in which the immediate motive for the stabbing which caused death was words of abuse. On the surface there appeared to be no sufficient motive for a knife to be drawn and used. Trace the history of the parties back far enough, and it will be found in many cases that the real cause for years of enmity and ill will was some insult at a wedding party. The person insulted has never forgotten. A constable in Ceylon is charged with extortion. The case is clear and he knows that dismissal is the only punishment in such a case. With tears in his eyes the constable will plead that the complainant is not coming forward out of any sense of public duty, but only because ten years previously, as a result of *bona fide* action by the constable, the complainant was dealt with in a Court of Law or dismissed from Government service. The constable's statement is correct, but he has committed extortion and he has to go. The complainant has remembered and waited. I gather that this is exactly what happens in Palestine.

We have got to face facts and I submit that it will not be safe to assume that, because for two or three years after the disturbances which occurred in 1929 there have been no riots, it will be possible to relax precautions. On my way to Palestine I read of the disturbances in Jaffa in May, 1921. On my arrival in Jerusalem the first document I asked to see was the Report of the Commission of Enquiry into these disturbances. It would appear that almost every word of the résumé of the 1921 Commission Report (Cmd. 1540, page 59) applies to the disturbances of August, 1929. The lessons of 1921 had not been remembered. It is submitted that we cannot afford to forget again. Every time a racial disturbance occurs the chances of the Jewish and Arab peoples living together on terms of unity and mutual respect become more remote. I have heard it said in regard to many things that, in places and matters where relations between Jews and Arabs were getting better, there has been a setback as a result of the disturbances in 1929. It is recorded in the correspondence with the Palestine Arab Delegation and the Zionist Organisation published in 1922 (Cmd. 1700, page 18) that "at the meeting of the Zionist Congress, supreme governing body of the Zionist Organization, held at Carlsbad in September, 1921, a resolution was passed expressing as the official statement of Zionist aims 'the determination of the Jewish people to live with the Arab people on terms of unity and mutual respect, and together that they should make the common home into a flourishing community, the upbuilding of which may assure to each of its peoples an undisturbed national development.'"

What Palestine seems to need is a man big enough to make this statement again to-day. If, as would appear to be the case, an understanding on these lines is the only hope for the future of the country, it is of vital importance that disturbances should be prevented at all costs and that any breach of the peace should be adequately dealt with in the earliest possible stage. Time must be given for better relations to manifest themselves. It is bound to take time, and it is doubtful if those who lived through the disturbances of August, 1929, will ever forget them. It may be at least twenty years before any permanent improvement can be recorded. In the next generation feelings may not be so acute provided that nothing occurs between 1929 and 1949 to start fresh trouble. It is the duty of a Police Officer to "use his best endeavours and ability to prevent all crimes, offences, and public nuisances, and to preserve the peace." It appears to be of

the utmost importance that, while an effort is being made to find and maintain a bridge over which the Jews and Arabs may cross and meet, nothing should happen in the way of racial disturbances which is going to set the clock back. To expect the Palestinian Police at the present time to prevent and impartially to deal with racial disturbances is, in my opinion, asking the impossible of them. Less than one-third (29 per cent.) of the Palestine police have passed through the Police Training School. The men are not housed in barracks and live in the towns amongst the people whom, in the ordinary course, they might have to arrest. There are, generally speaking, no recreation grounds or means of recreation for them, and, under the present system, they lack the close supervision of British officers. A Training School, where recruits, instructors and officers will live together, is required. Quarters for single and married men will have to be built and a system of continuous training and supervision of the men after they leave the Training School will have to be laid down. This will all take time, and the best results will probably not be seen for twenty years under the most favourable conditions. While the Palestine police are being so trained it is essential that, in order to prevent disaster, there should be a force of Military and British Police in the country.

8. In considering the most urgent problem, namely that of public security, I would respectfully advise that the only safe course is to ensure that there will be actually in Palestine proper, for at least twenty years, two battalions of British Infantry, two companies of the Trans-Jordan Frontier Force, with a squadron of the Royal Air Force and three sections of Armoured Cars. The moral effect of such a military force being in the country in preventing disorder cannot be over-estimated. The fact that there may be troops close at hand in Egypt or Malta, or even in Trans-Jordan, will not, in my opinion, meet the case. It is impossible to deal with problems such as exist, and will be present for many years, in Palestine, on Western standards. In England in 1926 a general strike took place. The strike had been planned for months, and the hope was that all trade, means of communication, transport, publication of news, supplies of food, milk and the necessities of life would be so completely stopped as to force the Government to yield to terms which would be enforced upon them. The strike after some sixteen days collapsed for two reasons:—

(a) As a result of the precautions taken by the Government to prevent disorder, to maintain means of communication, essential services, transport, the publication of news, and to supply the necessities of life, the removal of food supplies from the docks was carried out under the escort of troops who, by their presence, prevented the convoys from being attacked. Milk depots were guarded by troops. There was a police escort on every bus. Special constables were appointed and every possible step was taken to prevent trouble. There was no bloodshed and no loss of life on either side.

(b) On account of the good sense of the British public, who refused to be victimised by a minority, the population took any inconvenience caused to individuals in the best possible humour, and volunteered to assist in every way possible to maintain the essential services. Any work so undertaken was carried out in the spirit such as would be seen in the playing of a "Team" game. A national duty was undertaken in the spirit of a national sport. It is submitted that it was this good spirit and the co-operation of the public which did more than almost anything else to make a continuance of the strike impossible. Public opinion was against the strikers.

None of the conditions above described would apply in Palestine. Riots in Palestine, I gather, very much follow the lines on which riots break out in the East. Serious premeditation and organization for months in advance is almost impossible. The leaders would not unite. A sufficient quantity of the money collected would not get into the hands of the persons who were expected to act and show results. The real feelings of hostility and the underlying causes of the riots may be due to political or economic grounds, but it is not on this cry that the man in the street and the villager will, in the ordinary course, risk his life or his liberty. If, however, the cry is raised that a certain religion, temple, or place of worship is in danger or has been attacked, or that co-religionists have been killed, a state of religious frenzy is at once aroused, and in five minutes a riot of the most serious nature is in progress, in the course of which the people whose religious feelings have been worked upon will gladly lose their lives in attacking a community alleged to have

imposed upon their religious rights, ceremonies, or property. It is a question of minutes and not of hours or days between the "peace" stage and the "emergency" stage. The only hope of prevention is for adequate force to be on the spot. The only possibility of preventing such a riot once started from spreading is to deal with the first outbreak with the utmost promptitude. Firm handling of the first outbreak will, in the long run, prove to have been the most merciful and humane course.

9. In the résumé of the Report of the Commission of Enquiry into the Disturbances in Jaffa in May, 1921 (Cmd. 1540, page 59), it is stated:—

"The fundamental cause of the Jaffa riots and the subsequent acts of violence was a feeling among the Arabs of discontent with, and hostility to, the Jews, due to political and economic causes, and connected with Jewish immigration, and with their conception of Zionist policy as derived from Jewish exponents.

"The immediate cause of the Jaffa riots on the 1st May was an unauthorised demonstration of Bolshevik Jews, followed by its clash with an authorised demonstration of the Jewish Labour Party.

"The racial strife was begun by Arabs, and rapidly developed into a conflict of great violence, between Arabs and Jews, in which the Arab majority, who were generally the aggressors, inflicted most of the casualties.

"The outbreak was not premeditated or expected, nor was either side prepared for it; but the state of popular feeling made a conflict likely to occur on any provocation by the Jews.

"When the disturbance had once begun an already acute anti-Jewish feeling extended into an anti-Jewish riot. A large part of the Moslem and Christian communities condoned it, although they did not encourage violence.

"The raids on five Jewish agricultural colonies arose from the excitement produced in the minds of the Arabs by reports of Arabs having been killed by Jews in Jaffa. In two cases, unfounded stories of provocation were believed and acted upon without any effort being made to verify them.

It will be remembered that in the disturbances which arose in August, 1929, unfounded rumours were spread to the effect that the Mosque had been attacked and Moslem worshippers killed, and these reached almost every corner of the country in an incredibly short space of time. It was this cry which actually roused the Arabs to a state of religious frenzy, following on weeks and months of discontent and hostility due to political and economic causes. In the Safad District it was reported that the area round Safad was much disturbed by the rumour that the Mufti of Safad had been killed.

In Hebron sixty-five Jews and at Safad eighteen Jews were killed. In both these places the Jews killed were not the new type of immigrant Jew who comes from Poland or Russia, but the old Sephardic Jew who has lived in Palestine for centuries, side by side and on extremely good terms with the Arabs, and speaking their language. This indicates how quickly in Palestine the people get roused to a state of religious frenzy in which all power of self-control is lost.

The calm judgment, tolerance, and self-control of the British public would make a riot in England on religious grounds impossible. In Palestine and in the East generally the contrary is the case, and as an example may be quoted the case of the Ceylon disturbances in 1915, when the Moors were attacked by the Buddhists. The real reasons for the attack were that the Moors had, by successful business methods and by their industry, undercut the Sinhalese tradesmen in the villages, and they had adopted rather an aggressive and provocative attitude in regard to processions organized by the majority of the population (the Moors being distinctly in the minority) passing their places of worship. Though the real feelings of discontent and hostility were due to economic causes and the aggressive attitude adopted by the Moors, the cry which roused the Buddhist leaders to attack the Moors was "the Moors are attacking our Temples." It was on this cry that the religious frenzy of the Buddhists was roused.

I have quoted these incidents as indicating how impossible it is effectively to prevent and to deal with riots in a country such as Palestine, where the religious cry can be raised at a moment's notice, unless there is adequate force on the spot. A body of troops two hours' journey distant may be one and a half hours too late.

10. I understand that the "peace" time dispositions of military forces in Palestine will be:—

- One Battalion British Infantry at Haifa;
- One Company British Infantry at Jaffa;
- One Battalion British Infantry less one Company at Jerusalem;
- Two Troops Trans-Jordan Frontier Force at Rosh Pina;

One Company Trans-Jordan Frontier Force less two Troops at Semakh;
Two Troops Trans-Jordan Frontier Force at Jisr Mejamieh;
One Company less two Troops Trans-Jordan Frontier Force at Beisan;
One Squadron Royal Air Force and three Sections Armoured Cars at Ramleh.

In the "precautionary" stage it is understood that military forces will be dispersed as follows:—

One Company British Infantry at Jerusalem;
Half Company British Infantry at Hebron;
Half Company British Infantry at Nablus;
Guard on station at Lydda;
Two Sections British Infantry at Gaza;
Seventy-five men protecting wireless at Sarafand;
Armoured train at Lydda to move south;
Aircraft Beersheba;
Two Companies British Infantry at Haifa and One Section of Armoured Cars;
One Company British Infantry at Nazareth;
One Company Armoured Cars at Rosh Pina;
One Platoon British Infantry at Safad;
One Platoon British Infantry at Metullah;
Armoured train at Haifa to move south;
Motor trolley at Affuleh;
Air Force at Ramleh;
Two Companies less Two Sections at Jaffa.

The Trans-Jordan Frontier Force will have

Two Troops at Rosh Pina;
One Company less Two Troops at Semakh;
Two Troops at Jisr Mejamieh;
One Company less two Troops at Beisan.

May I be permitted to say that I consider it essential that at all the places named there should be available in the "peace" time and "precautionary" stage respectively military forces of the strength described. From the point of view of maintaining internal security I beg to state that I consider that this represents the minimum amount of military force that should be on the spot in Palestine.

As a civilian I trust I shall not be considered to be impertinent in stating that, after travelling through all parts of the country, one could not help being impressed with the fact that, in order to prevent disturbances and, when disturbances arise, promptly to deal with the first outbreak, it is essential that there should be British Infantry available. The impression made on me was that the only part of Palestine in which aeroplanes could effectively deal with raids and armed bands was in the Beersheba District, for the defence of which, in the "precautionary" stage, aircraft have been allotted. The rest of Palestine appears to me to be very difficult country for aeroplanes to land on or act in on occasions of internal disorder. A large area consists of mountainous and broken country. The towns are in many cases inhabited by persons of different nationality, and it would be impossible from the air to differentiate between them. I beg reference to paragraph 13 of this Report in which it is mentioned that disturbances in the future might take the form of raids and attacks by armed bands operating from wild and unprotected country in the vicinity of Jewish colonies. British Infantry made mobile by motor transport, mounted troops (Trans-Jordan Frontier Force) and mounted police (British and Palestinian) would be needed to surround and search villages, to reconnoitre broken country and to pursue raiders into the more mountainous and inaccessible parts of the unpopulated areas. It is for this reason that it has been recommended that one hundred and two of the British police should be mounted, and four hundred and ten made mobile by motor transport. Five hundred and sixty-five of the Palestine police are at the present time mounted. In wet weather many of the colonies are inaccessible to motor transport on account of the mud and, for the same reason, landing ground for aircraft cannot be used. In such weather the mounted British police should be particularly useful. The open country of Trans-Jordan is quite another proposition and one realises to the full the great

value of aeroplanes and armoured cars in such country, and also in maintaining communication between Palestine and neighbouring territories.

At one of the conferences with the military authorities it was suggested that at the "peace" time stage there should be one battalion British Infantry at Haifa and one battalion at Jerusalem, and that there should be no troops at Jaffa in view of the fact that troops could reach Jaffa from Jerusalem in one and a half hours. It was subsequently decided that there should always be troops at Jaffa in the "peace" time stage. I mention the point in case the matter should ever be raised again when officers who are now responsible for maintaining order are no longer in the country. Jaffa is forty miles distant from Jerusalem. It is a place where feeling between Jew and Arab is most acute. There is a large town of 40,000 inhabitants at Tel Aviv on the outskirts of Jaffa. There are many Jewish colonies in the district. In 1921 there was a serious attack by the Arabs on the Jews of Jaffa, and the riots at Jaffa were the subject of a Commission of Enquiry (Cmd. 1540). It is true that, if troops were ready in cars in Jerusalem, they could reach Jaffa in one and a half hours, but as I have endeavoured to describe in paragraph 8 of this Report, in a country in which on the religious cry being raised the people can be brought to a state of frenzy in a few minutes, it is not a question of hours but of minutes for rioting to break out. The presence of troops on the spot might prevent such a riot; in any case the presence of troops would make it possible for immediate action to be taken to quell the first outbreak. A riot might be started at Jaffa at any time on the slightest provocation and without any previous organization. In the event of a serious riot breaking out in the afternoon, the call to Jerusalem for troops might find the majority of the troops scattered for recreation. By the time they were collected and equipped and transport became available it might take longer than one and a half hours for troops to reach Jaffa from Jerusalem in response to the call for assistance. I venture to state that it is of vital importance that there should be at least one company of British Infantry permanently stationed at Jaffa. It is a "key" position.

11. I have stated the military dispositions in some detail as any recommendations with regard to the distribution and duties of the Police will depend on military forces being available at the "key" position. It is not desirable that their respective functions should overlap. If the Police can be informed that there definitely will be military forces in the country for the next twenty years, they can set about the duty of making themselves a really efficient Police Force charged with the duty of collecting information and intelligence, and, by so collecting information and making dispositions in advance, preventing disturbances wherever possible; by an efficient system of patrolling preventing crime, investigating crime where it occurs, and detecting and prosecuting the offenders. Provided that there will be military forces in the country, what is now required is not a gendarmerie, but a really efficient Police Force. The duties of the military and police are entirely different, and the military will only be called in to assist the civil power when the necessity arises.

12. I do not recommend that British police be confined to urban centres. If military support is not forthcoming it will be essential to provide a large force of British Police in the towns of Jerusalem, Jaffa, and Haifa. With military support available the British police should be employed on strictly police duties, and should not be kept together in large bodies in the way that a gendarmerie might be. If the British police are kept together in large bodies in urban centres, the military and the British police will merely overlap.

On the assumption that there will be a battalion of troops at Haifa, one company at Jaffa, a battalion less one company at Jerusalem, two troops of the Trans-Jordan Frontier Force at Rosh Pina, one company less two troops at Semakh, two troops at Jisr Mejamiah, one company less two troops at Beisan, with the Air Force and the Armoured Cars at Ramleh as being the permanent disposition of troops in the country, I recommend that the British police be more widely distributed with the object not of taking the place of the Palestinian police but of supplementing the Palestinian police and of supporting them by their presence and example.

13. When I was on inspection in the Northern District, it was definitely stated on the best authority that if anything occurred in the future to excite the population there might be a great extension of the activity of armed bands in the Nazareth, Tiberias, Beisan, Jaffa, Haifa, and Jerusalem districts on the lines

adopted by the armed gang which has been operating in the Safad area. It was generally stated that disturbances in future might not take the form of attacks upon Jews in cities such as Jerusalem, Haifa, and Jaffa, where there is now a standing force of military and British police, but that outlying Jewish colonies might be raided and attacked by armed bands operating from wild and unpopulated country in the vicinity of Jewish colonies. Shortly after this information was received, two Druses, who were believed to have had some connection with the Safad gang, were found and arrested in the Jaffa District. They had been sent to Jaffa with instructions to organize a band to attack Jewish colonies north of Tel Aviv. They had both been sentenced to death for murder in Syria some seven years ago and had escaped from jail. Subsequent to the arrest of these two persons Abdel Kader Sukhur, the gang leader for the Northern District, and six other persons who had gone south with the intention of organizing an armed gang in the Jaffa District, have been arrested.

If the Military can provide troops to hold the main urban centres the British police can be put out into stations and posts and more widely distributed in the vicinity of Jewish colonies, Jewish suburbs and places which are liable to sudden attack.

14. I have considered the scheme for the defence of Jewish colonies, which was submitted by the Commandant of Police in his letter dated the 25th November, 1929. This scheme provides for the provision of sealed armouries in Jewish colonies and for an additional Police Force of one officer, 15 non-commissioned officers and 119 constables, Palestinian police, for the close protection of Jewish colonies. I do not consider that this scheme is sufficient for the close protection of Jewish colonies at the present time, for the following reasons:—

(a) because in the event of disturbances in the future the Jewish colonies and the Jewish suburbs might have to face the main force of an attack rather than the Jews resident in urban centres. When on tour in the north I was very much struck by the danger to which the Jewish colonies in the Emok valley (in the Nazareth to Beisan districts) and the colonies and small towns in the Safad district would be exposed in case of sudden attack. Between Nazareth and Beisan there is almost an unbroken line of Jewish colonies. In the "peace" time stage the nearest British troops would be at Haifa, which is 25 miles distant from Nazareth and 55 miles from Beisan. The Trans-Jordan frontier is quite close to Beisan. In Trans-Jordan, which is almost entirely occupied by Arabs, there is no restriction on the possession and carriage of arms. Rifles were issued freely to anyone who asked for one in the course of the Arab revolt when Colonel Laurence was operating in Trans-Jordan on Lord Allenby's flank and both rifles and ammunition were left in Trans-Jordan in large quantities by the retreating Turkish army. I understand that before the War there were comparatively few rifles in Trans-Jordan and those that existed were of an antiquated pattern. The state of the country in Trans-Jordan is not sufficiently civilised for any restriction on the possession and carriage of arms to be enforced. As long as arms are carried by the Arabs of Nejd and the Hejaz the inhabitants of Trans-Jordan cannot be disarmed until adequate protection can be given to them. Arms are needed for self-protection. Even the Officer Commanding the Arab Legion (Peake Pasha) who is very well known to, and very much respected and loved by the Arabs, has twice in the last six months been held up and once shot at in the course of his official journeys. In the past it has been the simplest matter possible for parties of Arabs from Trans-Jordan to cross over into the Emok valley and raid the Jewish colonies and for Palestinian Arabs to commit a crime in the Emok valley and cross the frontier with their loot. There is a group of Jewish colonies within five miles of the frontier and in the disturbances of August, 1929, the Jewish colony of Beit Alpha was on three occasions attacked by Arabs from Trans-Jordan and Palestine. The Police from Nazareth and a detachment of the Trans-Jordan Frontier Force had fortunately arrived beforehand at Beit Alpha and the attackers were driven off by the Frontier Force and Police with rifle and machine gun fire. Since the disturbances of August last there have been several instances of Arabs from Trans-Jordan raiding Jewish colonies in the Emok and in the vicinity of Tiberias and driving off cattle and of Palestinian Arabs getting across the frontier with loot into Syria through Trans-Jordan. There is a tribe called

the Ghazewich who live on both sides of the Jordan in the vicinity of Beisan. It is a well-established fact that the Ghazewich in Trans-Jordan will give shelter to members of their own tribe or to other criminals from Palestine who have loot to dispose of. The reverse applies in that the Ghazewich in Palestine will harbour criminals from Trans-Jordan. Arabs in Palestine who have carried out a raid in the Jewish colonies in the Emok have only to cross the frontier at El Hammeh and get away into Syria through Trans-Jordan. El Hammeh is on the Syrian-Trans-Jordan borders.

At Mezal, 130 head of cattle were driven across to Trans-Jordan on 3rd September and 2 mules on the 15th September, 1929.

At Sejeira, a mare was driven off from the Police post on the 15th September. At Kafar Yeledin 2 mules and 12 horses were driven off on the 12th September, 1929. On this occasion the telephone wire was cut and the watchman killed. The raiders on this occasion were actually tracked into Trans-Jordan.

At Mizrah, 9 head of cattle were driven off on 8th October. On this occasion 60 rounds of ammunition were fired at the lock of the door of the place in which the cattle had been kept.

At Yabneel, 300 goats were driven off on the 25th January. 120 were traced to and found in Trans-Jordan and recovered. Two mules were driven away on 26th January, 1930.

At Affuleh, in January, 1930, 2 mules, a goat and a donkey were stolen. They were tracked and arrested.

It is extremely difficult to bring the crime home to the offenders in Trans-Jordan. The raiders and the cattle may be tracked across the border into Trans-Jordan and are, in some cases, actually so tracked, but it is quite another matter to get evidence against the offenders and to get information about the location of the cattle once the border has been crossed. In Trans-Jordan a raid on a Jewish colony in the Emok is looked upon as an honourable sport. A man who has taken part in such a raid is regarded with admiration and respect. There are no Jews in Trans-Jordan. No one is going to give information to or assist the police in tracing the offenders. It is submitted that in these circumstances the only course is to endeavour to prevent such raids, so far as is possible, by the presence on the spot of a force which will have the effect of deterring the Arabs from this form of crime.

For the reasons above stated it is quite useless to hope to deal with the situation by waiting till the crime has been committed and then endeavour to trace and bring the offenders to justice. The position of Safad and the group of the Jewish colonies in the Safad district is very similar to that of the Jewish colonies in the Emok. The Safad District is within easy reach of the Syrian border and is liable to attack by people from the Hauren.

The permanent allocation of detachments of the Trans-Jordan Frontier Force to Rosh Pina, Samakh, Jisr Mejamieh and Beisan (two companies in all) should have effect in deterring raiders from crossing the frontier. If the Frontier Force can get information in time from the Jewish colonies or from the Police they may be able to assist in cutting off the raiders on their return to Trans-Jordan or of intercepting Palestinian Arabs crossing the border with loot after a raid on a Jewish colony has been carried out. The Frontier Force is the only body that has the necessary authority to operate on either side of the Jordan. The detachments that will be stationed on the frontier therefore will be in a peculiarly happy position in being able to support the Palestine Police as well as the Arab Legion in Trans-Jordan. It is a long frontier, though, from Beisan to Metullah, some 60 miles, and the two companies of the Frontier Force cannot be everywhere at one time. There must therefore, in addition, be some adequate force in or in the immediate vicinity of the Jewish colonies to deal with any emergency which may arise. Incidentally it might here be mentioned that in paragraph 46 of this Report I have recommended that there should be a telephone line from Nablus to Jiflik and also a Palestinian Police post, connected by telephone, at El Hammeh to provide prompt means of communication between the Palestinian Police, the Arab Legion and the Frontier Force in dealing with raiders crossing the border into Trans-Jordan and Syria in this area.

(b) I think that at the present time it is asking too much of the Palestinian police to provide the close protection of these Jewish colonies.

15. In my Preliminary Report of the 17th March, 1930, under the head "Distribution of British police and close protection of Jewish colonies" I submitted a scheme which provides for the distribution of the British police in thirty-two permanent stations. These permanent stations have been selected as being those where British police are likely to be required for many years to come. I think it would be a great mistake to put British police at any station from which they are likely to be withdrawn in two or three years time. Their withdrawal would probably have a bad effect in the area which had formerly been protected by them. It may be possible to reduce the numbers at some of these stations in the years to come, but so far as I can see it will be necessary for British police to be stationed at these places for many years. At these thirty-two stations the British police will be in parties of not less than five, with the exception of the Hadar Hecarmel post in Haifa town, which is a combined British and Palestinian police post.

16. From these permanent posts the British police will send out parties on patrol every week to 37 groups of Jewish colonies. In collaboration with the Air Officer Commanding and the Commandant of Police, 120 Jewish colonies have been grouped as far as possible geographically into 37 groups. Whenever any trouble is anticipated each group of Jewish colonies will be protected by a force of British police supplementing the additional Palestinian police posts that were recommended in the Commandant's letter of the 25th November, 1929. I calculate that, to provide this protection, a force of 650 British police will be needed. In the Commandant's Secret letter of the 14th November, 1929, it was estimated that a force of 761 British police would be needed. Provided it can be guaranteed that the military forces now in the country will be maintained, I am of opinion that a force of 650 British police will be sufficient. Of this force 102 men should be mounted. Many of the Jewish colonies are inaccessible in wet weather to motor transport, and the country round Safad and other stations is in many cases broken and hilly, and is of such a nature as to make patrolling by motor transport impossible. The force of 650 will include 65 motor drivers and mechanics necessary for a fleet of twelve tourers, fourteen 12 cwt. and twenty-one 25 cwt. cars.

17. There will be no large concentration of British police in urban centres. In Jaffa, for example, there will be 100 British police, of whom 49 will be sent out to posts in groups of Jewish colonies and to Jewish suburbs round Jaffa, whilst 51 will be available for the town. There will be 61 British police stationed in six permanent posts other than Jaffa in the Southern District. The total number of British police in the Southern District will be 161, of whom 21 will be mounted.

18. In the Nablus District, which I have already suggested should be a separate district, there will be 30 British police stationed at Nablus (ten mounted), who will provide for the patrolling of one group of Jewish colonies, and for the protection of the towns of Nablus, Tulkarem, and Jenin.

19. In the Jerusalem District, in which I have recommended that Hebron be included, there will be 258 British police, of whom 36 will be mounted. Fifty-seven men will be distributed in nine posts in the District and in the vicinity of the Jewish suburbs of Jerusalem. Forty-eight men will be detailed for patrolling four groups of Jewish colonies in the district, and they will be stationed in these groups when any disturbance is anticipated. Fifty men will do duty in the city of Jerusalem and 44 will be employed as motor transport personnel and on camp duties. Eight will be required for Headquarters Police and Prisons employment, and 51 will represent men on leave, sick, and will provide for termination of contract. In regard to this number of 51 men it will be noted that this is the only provision made for casualties, sickness, and termination of contract. Every other man in the British police will be definitely allotted to stations and posts, so that this number of 51 leaves the only reserve which the British police will have. Should the number of men terminating their contracts at any time exceed the numbers shown under "leave, sickness, and termination of contract," the Commandant will request the authority of Government to enlist recruits to fill vacancies before the expiration of leave to men terminating their contracts. It has already been suggested that the Secretary of State may be asked to approve this proposal in principle, as an increase in the annual budget might in such an emergency be necessary.

20. In the Northern District there will in all be twelve permanent stations. One hundred and sixty-six men will be stationed in twelve permanent posts in the District and in Jewish suburbs. Of these 35 men will be mounted. In Haifa Town there will be 55 men, of whom 30 will be allotted for duty in Haifa Town and 25 for the patrolling and defence of six groups of Jewish colonies. At Safad there will be 36 British police (twelve mounted), supplying nine men for three groups of Jewish colonies, and 27 men for the protection of Safad. At Tiberias there will be eight men, who will provide for the patrolling and protection of one group of Jewish colonies and for the protection of the town of Tiberias. At the Jewish colony of Yabneel, which is inaccessible by road in wet weather and is close to the Trans-Jordan frontier and consequently liable to attack, there will be a permanent post of six mounted British police. At Nazareth there will be 35 men. Twenty-five will be allotted for the patrolling and defence of three groups of Jewish colonies. At Affuleh there will be 20 men (ten mounted), who will provide for the protection of one big group of Jewish colonies. At Metullah there will be six men (two mounted), and at Karkur 10 men (five mounted), each of which will provide for the protection of a group of Jewish colonies. It is proposed that there should be more British police posts in the Northern District than in any other to provide for the need which is described in paragraph 14 (a) of this Report. It is on this account that comparatively large forces have been allotted to Safad (36), Nazareth (35), and Affuleh (20).

21. With my Preliminary Report of the 17th March was submitted a statement showing the grouping of 120 Jewish colonies into 37 groups, and a statement containing a summary of the distribution of 540 foot and 102 mounted British police, together with a statement of the distribution of Lewis Guns and mechanical transport. To provide for the protection of certain of the Jewish colonies 48 Lewis Guns will be necessary. These will be manned by British police. Attached to the Report of the 17th March was a complete statement of the distribution of the total force of 650 British police in their permanent posts, and for their distribution in emergency. In the statement was shown the distribution of the Palestinian police in permanent stations. Wherever there are British police and Palestinian police together, the British police will patrol with the Palestinian police.

22. The 37 groups of Jewish colonies will all be protected in time of emergency. In 26 of these 37 groups there will be Palestinian police stationed permanently. In 12 of these 26 groups there will be both Palestinian and British police stationed permanently. In two of the remaining groups British police only will be stationed permanently. Therefore in 28 of the 37 groups of the Jewish colonies there will be permanent police posts. Every group of Jewish colonies in which British police are not permanently stationed will be patrolled at least once a week by the British police from the nearest permanent station. The British police will be trained to familiarize themselves with all the Jewish colonies within the area of their respective stations.

23. The distribution of the British police in this manner should, I submit, have the effect of giving confidence to the Jewish colonists and giving moral and effective support to the Palestinian police. It should also result in the British police getting to know the country, learning the language, and getting to know and work with the Palestinian police.

24. This distribution of British police is based on the assumption that there will be sealed armouries in Jewish colonies as recommended in the scheme put forward in the Commandant's secret letter of the 25th November last. From the "Police" as well as from the political point of view it would, in the ordinary course, appear undesirable for Government to provide and issue arms for the benefit of one class of the population, but I beg reference to paragraph 14 (a) of this Report in which is described the danger to which certain Jewish colonies are exposed. It is essential that these sealed armouries should be provided so that Jewish colonists could, in case of sudden attack, put up some sort of defence until the police arrived. It will be noted that every group of Jewish colonies throughout the country will have a party of British police allotted to them for duty in time of emergency. Under the supervision of the British police the Jewish colonists should be able to defend themselves and their property with Greener guns provided. The only alternative to the provision of sealed armouries in

Jewish colonies is to station a force of British police in each Jewish colony. The cost of such a scheme would be prohibitive. Apart from this the force of British police in each colony would find little or nothing to do in the ordinary course of events and they would, in my opinion, rapidly deteriorate.

25. The suggestion has been put forward that one British constable should be stationed in each Jewish colony which will have a sealed armoury. I do not recommend this proposal for the following reasons:—

(a) If a British constable was once placed in each Jewish colony, the colony would become accustomed to seeing a British constable in the village, and the withdrawal at a later date would create a feeling of insecurity. My recommendation is that, both in the case of Jewish colonies and in all other towns and villages, no scheme of protection from a "police" point of view should be started which cannot be maintained.

(b) The scheme of establishing sealed armouries in Jewish colonies involves in all 78 colonies. To provide a British constable in each of these 78 colonies would involve a dispersal of force which is not recommended.

(c) One of the most essential points in police work is effective supervision. In England there are in the counties single constable posts. Conditions in England are, however, different from conditions in Palestine and conditions abroad in most cases where British police are serving. In England all such villages are accessible by road, they are generally on the telephone, there are other single posts within a reasonable distance and the constables check each other by meeting at certain points; the members of the public living in the village are of the same nationality and in the majority of cases of the same class as the constable, and the local Justice of the Peace, the parson and the doctor are all ready at hand. They will quickly get to hear of and report anything which goes wrong. There is, therefore, the check of public opinion on the work of the single post constable in England. In Palestine there would be no such check. To ensure the daily supervision and the frequent relief of men on this duty would necessitate the dispersal of a supervising force out of all proportion to the strength of the force available for general supervision of all police work. Without such daily supervision and without frequent relief the British constable in the Jewish colony would, in all probability, rapidly deteriorate. He would have no company to keep but that of the members of the colony. He would have practically nothing to do and nothing to "stretch" him physically and mentally. One of the first points which struck me in visiting the police in Palestine was the very good type of men of which the British police force is at present composed. In a country where there is acute feeling between the different classes of the local population it is, I submit, extremely important that the British police force should be kept "British" in every way. They should be encouraged to learn Arabic so that they may be of value in carrying out police duties in the country in which they are serving. As regards their housing, messing, means of recreation, marriage and associates generally, it is extremely important that they should be given every encouragement to keep and remain British. It would be impossible to arrange for their suitable housing, messing, recreation and company if the force were dispersed over single constable posts. It has been recommended that sealed armouries should be provided in 78 Jewish colonies. In 5 of these 78 colonies there will be parties of British police permanently. In 4 of these 5 colonies there will be Palestinian police in addition to British police. In 16 other colonies there will be Palestinian police permanently. Therefore in 21 colonies there will be permanent police posts. In every case there will be a party of British police allotted to each group of Jewish colonies in time of emergency.

(d) The sealed armouries would be visited periodically by a British police officer, in order to ensure that seals are not tampered with and that the arms and ammunition are kept in serviceable condition. I gather that, in the past, there has been no complaint that any of the Government arms issued to Jewish colonies were improperly used or that a sealed armoury was improperly opened, and no Government rifles were lost. I beg to state that the provision of these sealed armouries is an essential detail of the scheme.

26. Should a sudden attack be made on a Jewish colony the proposal is that the colonists should collect in a bullet-proof house where the sealed armoury will be kept. They will telephone to the police at the nearest station or post, who should, in accordance with the scheme submitted, be on the spot within a very short time, as each permanent station will have motor transport or mounted men. The British police would proceed at once to the house where the colonists have collected, viz., the sealed armoury, and the British police will be in a position to organise the colonists in a scheme of defence of their lives and property. It is recommended that each colony should be provided with smoke rockets and Very pistols in order to give the alarm if the telephone wire has been cut.

27. The Jewish colonists and Jewish deputations urged on me that rifles should be issued to the Jewish colonies to be kept in the sealed armouries. In fact one deputation went so far as to say that if the issue of Greener guns was offered it would be refused. The main arguments put forward were that the Arabs in Trans-Jordan had rifles and that rifles had been issued for the sealed armouries in the past and that the rifles issued had not been misused or lost. Both these statements are true but I do not advise the issue of rifles to Jewish colonies for the following reasons:—

(a) Since the disturbances of August, 1929, there has been much activity by the Police in disarming Arabs in Palestine because of the use made by the Arabs of rifles in the course of the riots;

(b) It is difficult to defend a policy of taking away rifles from one class of the population if at the same time rifles are issued by Government to another class;

(c) A rifle is a weapon of offence. A Greener gun is strictly a weapon of defence. It is only effective up to a distance of 100 yards. It fires slugs and not ball. In the case of an attack within close range, and particularly at night, a discharge of slugs would have the necessary stopping effect. If the attackers should open fire at long range colonists can take shelter in the bullet-proof house where the sealed armoury is kept and telephone to the police as described in paragraph 26 above. If rifles were issued to sealed armouries it is possible that the colonists would attempt to reply to the fire at long range and use up all their ammunition so that in the event of the attack developing at short range, before the arrival of the police, they would be left with no ammunition. The necessity for giving those colonists some means of defending themselves in the event of a sudden attack by an armed band at close range before police can be summoned to their aid will be readily appreciated if paragraph 14 (a) of this Report is referred to. With these facts established no objection can be urged by the Arabs or by other persons to Government issuing a Greener gun, which is strictly a weapon of defence, to Jewish colonies to be kept in a sealed armoury (under British police supervision) and only to be used by the colonists as a last resort in the defence of life and property. The Greener gun has been issued, I understand, to the police in Egypt and in Malaya for use in the defence of life and property;

(d) A Greener gun has a simple lever action and any man or woman who had never fired a gun before could load and fire with a Greener gun;

(e) In view of what has been noted under the heads (a) and (b) above, the issues of rifles to Jewish colonies would probably be regarded by the Arabs as a provocative act and their issue might act as direct incentive to armed bands to attack the colony and remove the rifles. It may be argued that this did not happen when rifles were issued prior to the disturbances. The answer, I submit, is that the feeling subsequent to the disturbances is more acute and there has been better activity by the police in disarming and confiscating rifles belonging to Arabs.

The matter will probably be raised again, and I recommend that the decision to issue the Greener gun should be adhered to.

28. Attached to my Preliminary Report of the 17th March, was a map showing the distribution of military forces and British and Palestinian police in the vicinity of Jewish colonies. For ready reference a copy of this map* is attached to this Report, marked A. In this map is shown what will be the dis-

* Not reproduced.

positions of the military forces in the ordinary course, i.e., the "peace" time stage. I have not marked in this map the proposed dispositions of the military in the "precautionary" stage, in order that the map may show where there will be police and troops at all times. I understand that in the "precautionary" stage the troops will be dispersed as follows:—

Jerusalem one company, Hebron half company, Nablus half company, Lydda guard on station, Jaffa two companies less two sections, Gaza two sections, Sarafand 75 men protecting wireless, armoured train at Lydda to move south; Beersheba aircraft, Haifa two companies and section of armoured cars, Nazareth one company, Rosh Pina one company and armoured cars, Safad one platoon, Metullah one platoon, armoured train at Haifa to move south; motor trolley at Affuleh, Air Force at Ramleh. The Trans-Jordan Frontier Force will have two troops at Rosh Pina, one company less two troops at Semakh, two troops at Jisr Majanieh, one company less two troops at Beisan. The disposition of the British police proposed ensures that the British police will always be one stage ahead of the military, i.e., in the military "peace" stage the British police will be permanently stationed in places where the military would be in the military "precautionary" stage. When the military take up their "precautionary" stage dispositions, the British police will already be in their emergency stage positions. By this system the formations of the military and the British police will be separate and their duties will not overlap.

29. Attached to the Commandant's secret letter of 14th November, 1929, on the reorganization of the British police, is an estimate of the cost of 761 British police. Attached to my previous report on the 17th March was a revised estimate showing the cost of 650 British police together with the cost of 90 horses and the cost of additional cars wanted, i.e., two tourers, eight 12 cwt. and one 25 cwt. cars to provide mobility for 102 mounted men and 410 dismounted men, inclusive of drivers. The balance of 88 men is made up by the number shown under the heading "Leave, Sickness and Termination of Contract," and the men employed at Headquarters and on camp duties who will not need transport.

The original estimate of the cost of 761 British police was £P.205,927. The cost of maintaining 650 British police for one year will be £P.181,809. The difference between £P.181,809 and the original estimated cost of £P.205,927 (a difference of £P.24,118) will be noted. This difference in cost may be of assistance in permitting other needs to be considered. It was originally estimated that the cost of maintaining 571 British police for one year would be £P.159,694. If the scheme to provide for close protection of Jewish colonies is approved, an additional sum of £P.22,115 will be required on account of British police.

30. The cost of the additional officer, 15 Non-Commissioned Officers and 119 additional constables required for the Palestinian police needed for the close protection of Jewish colonies was estimated for in the Commandant's secret letter of the 25th November, 1929. The cost of one officer and 134 Palestinian police was included in this estimate. The total number actually required now is one officer, 129 other ranks. There should be a saving of £P.410 in personal emoluments and uniform on this account. By his telegram of the 28th February, 1930* the Secretary of State had already sanctioned the enlistment of three Non-Commissioned Officers and 16 constables for the Palestine police. Authority is now required to enlist the remaining officer and 110 constables.

31. The present strength of the British police in Palestine is 571. To bring the total up to 650 the sanction of the Secretary of State will be required for an additional 79 British police. By his telegram of the 28th February the Secretary of State has already sanctioned the purchase of 50 horses to mount part of the detachments of British police allotted to the defence of Jewish colonies. There are already 20 horses at the Training School, which will be used by the British police in Jerusalem city. The authority of the Secretary of State will be needed for the purchase of 40 horses necessary to bring the total up to 102. The authority of the Secretary of State is also required for the purchase of two tourers, eight 12 cwt. and one 25 cwt. cars for the transport of the additional British police required in this scheme of wide distribution.

* 77015/30.

32. Under this scheme 247 British police and three Palestinian officers and 186 other ranks Palestinian police will be allotted to the defence of Jewish colonies. In addition 104 British police will be allotted to the defence of Jewish suburbs in towns and cities.

PART IV.

Internal Defence.

33. In view of the fact that disturbances in Palestine may break out at short notice, and spread with rapidity to different Districts, it is important that, in making plans for dealing with disturbances, the responsibility of the Police Force generally, the responsibility of Police Officers in charge of Districts, the responsibility of the civil authority (District Commissioners and District Officers), and the responsibility of the military authorities should be definitely laid down.

It is easy enough to criticize after the event, but in reading through the Police Reports on the disturbances in August, 1929, three points in particular struck me as requiring attention, in order to prevent any misunderstanding in the future. In this connection I should like it to be noted that I am not trying to criticize the actions of individual officers who did what they considered to be right in a time of emergency. It is the principle of the action only that I refer to, with the future solely in view.

The first point is that on 14th August, 1929, the Acting Commandant of Police temporarily relieved the Acting District Superintendent of Police, Jerusalem District, of the responsibility of the control of the Jerusalem District. At that time the Acting Commandant was taking special steps to prevent any disturbances which might arise on the 14th or 15th August, as a result of possible demonstrations by Jewish youths at the Wailing Wall. From the 14th August the Acting Commandant became personally responsible for the control of the Jerusalem Police District in addition to his own duties as the officer responsible for the control of the whole Force. Though it was originally intended that this arrangement should last only two days, owing to the events of the 15th, 16th, 17th, and 21st August, the order was in force on the 23rd August when rioting broke out in Jerusalem and subsequently spread to different parts of the country. The Acting Commandant was actually personally responsible for the control of the Jerusalem Police District in addition to his own duties from the 14th August to the 8th of September, on which date the Commandant of Police and the District Superintendent of Police returned from leave. It should, I think, be definitely laid down that, in the future, any plans for dealing with disturbances should not be made on the assumption that rioting may be confined to one town or to one locality only. In a country such as Palestine, where false reports and rumours spread with amazing rapidity and a cry that arouses the people to a state of religious frenzy may be raised at any time, it is only safe to suppose that, when strained relations exist between different classes of the people, riots may break out anywhere, and that Police all over the country may be simultaneously engaged in dealing with disturbances. The Officer Commanding the Police Force must keep himself free to keep in touch with every District and with the Government, and he must not assume the executive control of any one District.

I understand that the reason for the Acting Commandant taking charge of the Jerusalem Police District was that the permanent holder of the office was on leave, and the officer acting for him was not considered competent to deal with such an important and difficult situation. Reference will be made to this matter later in this Report under the heading "Officers." I mention the point here as it is essential that the responsibility not only of the head of the Force but of the officer in charge of each Police District, should be defined and responsibility fixed. No officer should be appointed either to the permanent or acting charge of a Police District unless he is fit to perform the duties of his office in all circumstances. The officer in charge of each Police District must be given to understand that there is always the possibility of disturbances breaking out simultaneously in different parts of the country, and that there will be no other Police Officer (superior or inferior) to

be spared to come to his aid. He will also be informed that all the British police available have been allotted to Districts, and there will be no reserve of British police available. It will be of no use telephoning for additional British police. He will know exactly what British police are allotted to his District, and he will be told what military forces there will be available in the "peace" time stage and in the "precautionary" stage. He will be informed that this is the only assistance he can look for. He should be required to stand on his own feet and endeavour to keep his District in good order. He will try his utmost, with the forces at his disposal, to prevent disturbances, and he will deal at once with any breach of the peace which may occur. His fitness to hold his present rank and his fitness for future promotion should be judged by his ability to do this.

34. The second point is that, in the Report of the Acting Commandant on the disturbances, it is stated that on the 24th of August, 1929:—

"At 09.30 hours I had a meeting with His Excellency the Officer Administering the Government and the Group Captain, and advised that the Group Captain should take over command. I represented this course of action to be desirable as disturbing news from Nablus and Hebron received earlier in the morning made it highly probable that grave disturbances would break out in these towns and elsewhere throughout Palestine, and until the Group Captain assumed command of the situation, Royal Air Force units could not be used to full advantage in support of the civil power, for the reason that military units are more effective when they receive their orders from their own officers rather than by or through civil authorities. A further reason for recommending that the Group Captain should assume command was that I was not able to furnish a superior Police Officer to accompany every Royal Air Force unit in any operation which it might be called upon to carry out."

Martial Law had not yet been proclaimed, and, as a matter of fact, was not proclaimed at any time during the period of the disturbances. It is submitted that, until Martial Law is declared, the responsibility for maintaining order should rest with the Civil authority. The Military authorities may be called in to assist the Civil authority as provided for by the law, but the Civil authority must under the law and in fact remain responsible until a state of Martial Law is proclaimed. The Officer-in-Command of the Police and the Police generally have definite responsibility under the law in dealing with disturbances, and they must be trained and required to meet them. I have been informed that the effect of this action was that, in the Southern District, there was considerable uncertainty as to whether Martial Law had been declared or not, and as to exactly what was the position of the Civil authority. It is submitted that any change in command such as that described above must have the effect of causing doubt and raising misunderstanding as to what law the Police and troops are working under. I should like it to be understood that I am not in any way imputing blame to the Acting Commandant for the action he took in this emergency. Reference is requested to paragraph 50 of this Report, from which it will be seen that Major Saunders had two years previously foreseen the need for a definite understanding on this subject, but his advice had not been accepted. Further, in view of the fact that he had taken responsibility for the executive charge of the Jerusalem Police District, as well as being responsible for the control of the whole of the Palestine Police Force, I do not see how he could possibly have taken upon himself the additional responsibility of advising where troops should be sent and employed throughout the country and of acting as the intermediary between the Police in the Districts and the Officer Commanding the Military. Major Saunders took what was probably the only course possible in the circumstances in asking that the Air Officer Commanding should take over charge of the situation. My point is that Major Saunders should never have found himself in this position of having to take over the executive charge of the Jerusalem Police District in addition to controlling the whole Force. If care is taken in the appointment of officers and in the selection of officers for promotion it should not be possible for an officer who is unfit to meet responsibility to be placed in charge, or to find himself in charge of a Police District.

35. The third point is that, as a result of the command of the situation being handed over to the military authorities, it is recorded in the Report of the District Superintendent of Police, Southern District, under date 24th August, 1929, that:—

"At 10.50 hours Squadron Leader Forbes telephoned that the Royal Air Force had assumed control of the country, and therefore that Flight-Lieutenant Cole was now in command of Jaffa. I could only promise to help him in every way, and this I did. The unwisdom of placing

a very young officer who knew nothing of local conditions and who had never commanded any formation of ground troops was apparent, but thanks to the wisdom of the officer in question in readily acting fully on advice, the situation was saved."

There was in the Southern District at the time an Acting District Commissioner of considerable experience of the country and of the District, and a District Superintendent of Police of 22 years' service, with experience of the Royal Irish Constabulary, the Army, and the Palestine Police. Jaffa is and always will be a "key" position, in view of the proximity to Jaffa of the town of Tel Aviv, which is entirely inhabited by Jews. There were serious disturbances at Jaffa in 1921 between the Arabs and the Jews. Flight-Lieutenant Cole, who was placed in command of the situation at Jaffa, was, I understand, a very junior officer who had been transferred from the Royal Navy to the Royal Air Force. The District Superintendent of Police records that, on the 25th August, it was proposed that, as a mark of appreciation for the behaviour of the crowd in that they had not demonstrated on the occasion of a meeting held in the Mosque earlier in the day, the forces of military and police should be withdrawn. At the earnest representation of the District Superintendent of Police this step was not taken. The incident is recorded in the Report of the District Superintendent of Police as follows:—

"At 08.00 hours crowds began to assemble in the Mosque. Prompt and reliable information was obtained as to the proceedings there, and it became obvious that a contest for supremacy was taking place between the older and recognised Nationalist leaders, who desired to dissuade the people from attempting force, and the younger and communistically inclined leaders, who endeavoured to force the issue at all costs. Eventually the former succeeded, and the crowds left the Mosque, but ominously, as I correctly regarded it then, they proceeded in small parties in the Menshieh direction.

"This was at 11.00 hours and immediately a conference with the Acting District Commissioner and Military Governor took place in my office. It was proposed that, as a mark of appreciation, forces should be withdrawn, but it is to the credit of Squadron-Leader Forbes that he acceded to my earnest representations and allowed me to post forces as required."

It was most fortunate that the forces were not withdrawn for, within two hours, there was an attempt on a large scale on the part of the Arab mob to attack Tel Aviv. The attack was beaten off and the mob dispersed, with the result that no further attack on Tel Aviv was made. It seems probable that, if the excited Arab mob had got into Tel Aviv, an entirely Jewish town, there would have been very serious trouble.

I have quoted this incident as it seems to indicate so clearly how important it is that, until Martial Law is declared, the Civil authority, who must have greater experience of the District, of the habits of the people, of their language, and of their past history, than the military officer called in to assist in maintaining order, should remain in charge under the Civil Law and be held responsible to the Government for the good order of the District. The correct position, as I believe it to be, is that the Civil authority asks for military assistance to assist the Civil authority in maintaining order and the military authority provides such force in such manner as he considers right and proper to deal with the situation. As to the places in the District where trouble is most likely to arise and as to the form the disturbance is likely to take, and as to the date and time at which trouble may be expected, the Civil authority must be in a better position to judge than the Military authority.

I would recommend, therefore, that instructions be laid down for the guidance of all concerned in the future as to their responsibility under the Civil Law and under Martial Law. In this connection reference is requested to paragraph 50 of this Report.

36. *The Responsibility of the Police.*—The Police must be held responsible for collecting and communicating intelligence, and by so collecting information and by making dispositions in advance, preventing disturbances wherever possible. The Police, including the British police, will be widely distributed, and if the proposed new scheme of distribution of Police is approved, there will actually be 116 permanent police stations and posts in Palestine. If a good system of patrolling is devised and enforced in each of these 116 areas, the Police should be able to get information as to what is being said and felt by the people, and all ranks of the Force should be definitely trained and required to collect and communicate intelligence.

The Criminal Intelligence Department should be required to take prompt steps to check any false or inflammatory propaganda calculated to arouse the

fanaticism of the ignorant masses. The C.I.D. should be definitely charged with the duty of getting information in advance and, in addition to keeping the Government, the Police, and the Military informed of what is likely to happen, they should themselves take all possible steps to prevent a disturbance by seizing seditious pamphlets, searching and raiding places where seditious pamphlets or inflammatory propaganda is being printed or published. The C.I.D. will require to keep a special look-out at meetings, to record notes of speeches made which are calculated to excite disaffection, and to look out for the spreading of false rumours by agitators. If seditious speeches are made or false rumours are being spread, either by mouth or by means of printed matter, the prompt arrest and prosecution of the offenders may have good effect.

It will be the duty of the Police generally to prevent large gatherings of people, to disperse any assembly which is becoming an unlawful assembly, and to prevent an unlawful assembly developing into a riot. Under the Law the Police are empowered to keep order in the public roads and in the public streets and thoroughfares. Whenever an unlawful assembly, riot or disturbance may be reasonably apprehended, the Police can apply to the District Commissioner for certain provisions of the Police Ordinance (No. 17 of 1926) to be enforced. In accordance with these provisions of the Law any Police Officer may disperse any assembly whatever in any public place, and may arrest without warrant any person in such an assembly refusing or delaying to disperse or reassembling after dispersal. Any person found in any public place in possession of any knife, stick, bludgeon, iron bar, stone, or weapon of any sort which, in the opinion of a Police Officer, he is carrying for the purpose of assisting in a disturbance, or he is likely to use in case of a disturbance, and any person inciting others to assemble either by word or by writing, or by any other means, and any person singing a song or making use of words or gestures which, in the opinion of a Police Officer, are likely to lead to a breach of the peace, may be arrested without warrant. (Section 32 of Ordinance 17 of 1926.) It will be seen that the Law gives the Police very wide powers to prevent a disturbance, and every possible step should be taken by the Police to prevent a crowd from becoming an unlawful assembly or a riotous assembly.

If any unlawful assembly or riot is anticipated a demonstration of force by police or by police and military may bring about the abandonment of the pre-meditated unlawful assembly. A demonstration of force may be made by police taking up positions in the town, by bodies of mounted police, and particularly British mounted police if available, patrolling the disturbed area, by troops carrying out route marches through the town, or by the moving of armed troops about the town or through the disturbed area in motor lorries, or by the collection of troops in barracks so as to be in readiness to turn out if required, and the collection of the necessary transport.

Special constables can be sworn in, liquor shops closed, road metal or other articles which can be used as missiles may be removed from places where crowds are likely to collect. The friendly mediation and assistance of such persons as have influence with the parties who are likely to give trouble may possibly be sought. Warning notices warning the public against the spreading of false reports, and that any person who remains in or near a crowd at a time of civil disorder does so at very grave risk to himself, may be posted up in places where disturbances are likely to break out.

Generally speaking, the Police should be held responsible for dealing with demonstrations, minor riots, and minor attacks on Jewish colonies. The Palestine police, supported by British police, should, if properly trained and supervised, be able to deal with such a situation. In the new scheme of wider distribution of the British police which has been proposed, the British police will be permanently distributed over 32 stations, and, if trouble is anticipated, there will in addition be British police in thirty-seven groups of Jewish colonies. One hundred and two British police will be mounted, and there will be motor transport for 410 men. Five hundred and sixty-seven of the Palestine police are mounted, so that the necessary mobility of the Force is assured.

The British police will pay weekly visits to each group of Jewish colonies, and this should have a settling effect on both Jews and Arabs. It has been recommended that 48 Lewis guns should be provided for the defence of Jewish colonies. They will be manned by British police.

An order laying down in simple language the powers of every Police Officer in regard to defence of person and property and his powers of self defence should, I recommend, be issued, and every Police Officer should be required to learn this order by heart. In May, 1927, an issue was made to the Police of a lecture on the "Use of Firearms by the Police," which is included in the curriculum of the Police Training School. The notes give an admirable exposition of the law, but they run to three pages of type. What every Police Officer should be required to know by heart is a short summary of his powers in regard to the defence of person and property, so that, whenever a Police Officer of any rank is required to act on his own initiative he may be in no doubt as to his powers and responsibilities. We experienced great difficulty in Ceylon in getting subordinate members of the Force to exercise their powers in regard to the defence of person and property until a simple order was given to them which they could learn by heart. Till then everyone was looking over his shoulder for someone else to come along and tell him what to do. In an emergency it is not always possible to refer to a superior authority for orders or to have immediate access to books of instructions and ordinances. Any individual Police Officer may find himself in a position in which he is required to act quickly and yet strictly in accordance with the Law in protecting person and property. Every Police Officer in Ceylon is required to learn by heart and be able to repeat the following :—

"Protection of Person and Property. (See Sections 89/99 of the Ceylon Penal Code). If you see a mob committing or attempting to commit any of the following crimes :—

- (a) Murder or grievous hurt ;
- (b) Robbery ;
- (c) Burning, or damaging by means of explosives, houses, shops, stores, or places of worship which are used for the custody of property or in which there are persons living ;
- (d) Breaking into houses, shops, stores, or places of worship by night ;
- (e) Attacking houses, shops, stores, or places of worship at any time, by day or night, in such a way as may cause the death of or grievous hurt to any inmate, and there is no person in authority from whom you can get orders and there is no other way to stop the mob, you are entitled to FIRE UPON THEM TO PROTECT THE PERSONS AND PROPERTY IN DANGER. BEFORE ORDERING FIRE TO BE OPENED, CONSIDER WHETHER IMMEDIATE ACTION IS NECESSARY, OR WHETHER THE MERE PRESENCE OF THE ARMED PARTY WILL BE SUFFICIENT TO CAUSE THE MOB TO DESIST."

There is at the present time no book of instructions issued to every Police Officer in the Force. Reference to the need of such a book will be made in another part of this Report. Till such a book can be issued, I would suggest that an order on these lines be printed on a separate sheet of paper in English, Arabic, and Hebrew, and issued to every member of the Force. At instruction classes the men should be questioned as to their powers and be required to repeat this order by heart. I have shown the order issued in Ceylon to the Attorney-General, and he is of opinion that a similar order could be issued in Palestine. I recommend that in consultation with the Attorney-General, the Commandant of Police should issue such an order as soon as possible.

I would recommend that at every Police station and post, at least once a week, all police should be practised in drill, and that at these parades the Palestine police should be frequently practised in firing controlled volleys with blank ammunition. I gather that one of the troubles which has been experienced in the past is that of getting members of the Palestine police to fire to hit when necessary at their co-religionists in the case of serious religious riots. It will be remembered that the men are not housed in barracks, and that, to ask men at any time in any country to fire upon their own kith and kin, is asking a very great deal of them. At the present time I gather that the Police are only practised in firing as individuals. As long as a man fires as an individual the fact that he has fired at one of his own nationality and religion is in all probability noted and remembered. This may be the start of a blood feud and one can understand the reluctance of the individual Palestinian constable to fire as an individual. In self-defence and when he finds himself in an isolated position he may occasionally have to do so, and he should be practised in doing so, but in the ordinary course of events in dealing with riots, a Palestinian constable will be one of a squad or a small party, and if the whole party fires together under the command of the senior Police Officer present, this should have the effect of giving confidence to individual men to do their duty, and it would not be known by which member of the Police any individual in the crowd had been hit. There would be no possibility of a blood feud arising or personal

animosity against an individual who had fired as one of a squad. The drill I would recommend is that men should be practised in doubling a certain distance and then extending from point to point, the points selected being the average width of a road. Having extended, the Senior Police Officer present, of whatever rank he may be (he may be only a corporal or a senior constable), would give the command to "load." The very fact of a body of Police extending across the street and loading in front of a mob may cause a riot to cease. If the appearance of armed police and the loading of rifles does not have the necessary effect, the Officer in command should then only order a definite number of his men to "present" and "fire." Every man will wait for the order to fire to be given by the Officer. They will then reload and the Officer will observe the effect of the first volley and be in a position to judge whether any other firing is necessary. This practice could be carried out with blank ammunition on the parade ground and will, I think, be found to have the effect of creating a feeling of confidence and steadiness under arms, which should be useful if the Police as a body are ever required to fire upon a riotous mob.

In the annual musketry practice volley firing with live ammunition might be practised at a distance of fifty yards, the men firing together, under the command of the senior Police Officer present, at targets which will be exposed for a few seconds on a whistle being blown, the orders "load," "present," "fire" being given by the Officer in command, as would be done in reality should the Police be called upon to fire upon a mob.

37. *Responsibility of the District Officer.*—It should, I submit, be the duty of each District Commissioner and of each District Officer in a "key" position to prepare a scheme of internal defence for his District. He should be held responsible for calling the Military and Police together and draw up a scheme based on:—

- (a) "peace" time dispositions;
- (b) dispositions in the "precautionary" stage;
- (c) positions in a stage of emergency.

In such a scheme the Police will always be one stage ahead of the Military as described in paragraph 28 of this Report. In the scheme the posts to be taken up by the Police and the Military and the Jewish colonies to be protected would be laid down. May I advise that when the Military are called out, posts such as water points, power stations, etc., should, whenever possible, be taken over by the troops so as to leave the Police free for making arrests in the streets.

I would recommend that in each District scheme a note should be made of the action which can and should be taken by the Police to prevent a disturbance as mentioned in paragraph 36 of this Report.

The scheme should, I suggest, be revised twice a year, as there are bound to be new points to be considered as the country generally and towns develop. The revision of the scheme will necessitate the Civil authority, the Military, and the Police coming together twice a year, and in the event of a change of officers this half-yearly meeting should be useful. Might I also suggest that, whenever possible, a half-yearly practice of the scheme would be of value in that it would familiarize both the Police and the Military with the posts which they would be required to take up in time of disturbances. It is a good thing, too, to let it be known that there is a scheme for the defence of each District. It has the effect of creating a feeling of confidence amongst law-abiding persons and of deterring others from breaking the law. It does no harm, either, for it to be known that every constable in the force has a copy, printed in his own language, of his powers in regard to the protection of persons and property and that he knows this particular order by heart. The better this is known the less chance there is of arms being imported illicitly for defensive purposes and the less reason there is for the formation of Secret Defence Societies.

A copy of the defence scheme of the sub-district should be kept by the District Officer and a copy issued to the Military and Police officers who will be responsible for acting in that area. Copies should, I suggest, be sent to the District Commissioner, the Commandant of Police, the Chief Secretary, and to the Air Officer Commanding. If the District Commissioner, the Commandant of Police, or the Air Officer Commanding have any comments or suggestions to make with regard to the scheme the matter can be gone into. When the half-yearly revision is made any alteration of the scheme originally submitted should be reported to the same authorities,

so that every copy of the scheme could be kept up to date. The District Commissioner would submit the scheme of the district for which he is immediately responsible direct to Government, and I suggest that copies should be sent to the Air Officer Commanding and the Commandant of Police.

The half-yearly revision might take place in the months of February and August, and whether there is any addition or alteration to be made to the scheme or not a report should, I submit, be sent in by each District Officer to the District Commissioner and through the District Commissioner to Government that a meeting has been held which was attended by the Military and Police authorities and that all concerned are aware of their duties and responsibilities under the scheme. Each District Commissioner would, I suggest, report direct to Government with regard to the scheme for which he is directly responsible.

In preparing their schemes the District Commissioners and District Officers would be informed as to exactly what strength Military and Police would be available in the "peace" time and "precautionary" stages. It should be made clear that there would not be any reserve of British police available beyond the number which has definitely been allotted to the District. Schemes of defence, should, I submit, be drawn up on the understanding that disturbances may break out simultaneously in other districts and no assistance from other districts can be expected. Should disturbances arise and the forces at the disposal of the District Officer be found to be insufficient to deal with the situation, it will be the duty of the District Officer immediately to represent the matter to the District Commissioner so that Government might be informed at the earliest possible stage that additional military reinforcements in Palestine may be needed.

It should, I suggest, be definitely laid down that each District Commissioner and the District Officer in a "key" position will be responsible for calling in the military and on their arrival he will be responsible for informing the military in what places in his District their presence is actually required and he will advise as to what position should be taken up.

38. *Responsibility of the Military.*—The prevention of a disturbance is more desirable and a greater achievement than the quelling of a disturbance by force. In paragraph eight of this Report the importance of preventing trouble in a country where the people are liable to loss of the sense of self-control has been set forth at length. The presence of the troops in a town or district in the "peace" time stage and in the "precautionary" stage may have the effect of preventing trouble.

The Police will deal with demonstrations, minor riots, and minor attacks on Jewish colonies, but any serious riots, organised and simultaneous attacks on Jewish colonies, incursions of armed bands from Trans-Jordan or Syria would be a matter for both the Military and the Police, the Military assisting the Police and acting under the Civil Law.

In the event of a more serious situation arising, such as a general rebellion against the Mandatory Power, it would, I submit, be a case for the Military Commander taking over control.

39. *Booklet explaining the Law and the General Principles to be followed in Preventing and Dealing with Disturbances.*—In a country such as Palestine, when once in two or three years the responsible officers may be away in England on leave and where the military officers who may be called upon to assist in time of emergency may be new to the country, it is, I submit, advisable that, apart from there being a scheme for the defence of each District, there should be on record a statement of the general principles to be adopted in dealing with disturbances in Palestine, a statement of the law which gives the necessary powers to the Civil and Military authorities to deal with disturbances and a statement of the responsibilities of the Police, the Civil authority and the Military authorities in preventing and dealing with any disturbances which may arise. In Ceylon, where changes of staff are, as in Palestine, necessarily frequent, it has been found advisable to print and publish a booklet under the heading "Instructions relating to the Maintenance of Public Safety." The booklet deals with the following points:—

In the first Part is stated what powers the Police have under the Civil law and what powers they have in regard to the use of firearms. In the same Part is published a statement of the methods by which disturbances may be dealt with by the Civil authorities under the existing law, and by the Civil authorities with the assistance of the Military authorities under the existing Civil Law.

In Part II is published a statement of the methods by which disturbances may be dealt with by the Civil and Military authorities under the existing law and under Emergency Regulations framed under an Order in Council.

In Part III a statement is published of the methods by which the disturbances may be dealt with by the Military authorities under Martial Law.

In Chapter I of this booklet is published the method by which disturbances can be prevented by Police.

In Chapter II is published a statement of the law with regard to the use of force by Police acting collectively or individually.

In Chapter III is a statement of the law with regard to the protection of persons and property. In this chapter is published an Order which every Police Officer is required to learn by heart and be able to repeat, namely, the powers of a Police Officer in the protection of persons and property.

In Chapter IV is published a statement of the law with regard to the dispersal of unlawful assemblies who have not yet committed acts of violence.

In Chapter V is published a statement with regard to the dispersal of unlawful assemblies by military force.

In Chapter VI is published a statement as to what the Civil authorities may ask the Officer in Command of the troops to do and a statement of the law with regard to the powers and duties of the Officer in Command of the troops and the powers of the troops generally when acting in an emergency to protect persons and property.

In Part II of the booklet is printed draft regulations which might have to be made by the Officer Administering the Government under an Order in Council when so grave an emergency has arisen that the Civil power is unable to take effective steps to secure the public safety owing to lack of regulations under the Civil Law, which, if they were in existence, would enable the Civil authorities to secure the public safety without having recourse to Martial Law. The draft regulations provide that in a state of emergency the Officer Administering the Government may arrange for:—

- (1) taking the possession of works for the supply of gas, electricity, or water;
- (2) taking charge of foodstuffs or mineral oils and fixing the minimum or maximum prices at which mineral oils or foodstuffs may be sold;
- (3) commandeering means of conveyance;
- (4) restricting the carriage and disposal of arms, explosive substances and dangerous weapons;
- (5) providing penalties for damage to railway and telegraph lines or means of communications generally;
- (6) providing penalties for persons doing any act likely to cause mutiny, sedition, or disaffection among any of His Majesty's Forces, members of the Police Force or among the civil population;
- (7) censorship of postal articles and telegraph messages;
- (8) prohibiting the holding of public meetings and processions, unlawful drilling, and loitering in public places;
- (9) providing powers for the Police in regard to the arrest of persons who so act as to endanger the public safety and the power of entry and search of places in which offences against the regulations are being committed.

In Chapter I of Part III is published a draft proclamation in the form which would be used should it be necessary for Martial Law to be declared.

In Chapter II the duties of the Military authority under Martial Law are described.

In Chapter III it is mentioned that the Military Commander should bear in mind that the object of Martial Law is not to punish but merely to restore order and re-establish Civil authority.

In Chapter IV it is mentioned that all measures necessary to restore order should be taken, but everything which is likely to cause bitterness or permanent hostility should as far as possible be avoided. It is mentioned that Martial Law orders should, as far as possible, avoid racial discrimination and that orders likely to humiliate individuals or likely to offend religious sentiment should be avoided. In the same Chapter the powers of all troops, police, and special constables on the

proclamation of Martial Law in dealing with any crowd armed with dangerous weapons, persons looting and running away with loot or from looted premises, persons inflicting injury to persons and property, and persons destroying or damaging or attempting to destroy or damage any bridge, railway, telegraph, wireless or telephone communications, or running away after doing so, is quoted. It is stated that no one is to be shot except persons actually committing, threatening, or inciting to acts of violence, or seeking to evade arrest. Shooting is to be employed only as a preventive measure, not as a measure of punishment.

It is important, I submit, that a statement of the powers of the troops, police, and special constables under Martial Law should be published, as some interval must elapse between a message sent round by telegraph or telephone to the effect that Martial Law has been declared and the issue of definite orders as to the powers of all concerned under Martial Law. There is a general ignorance as to the powers of the different authorities under Martial Law and unless some indication is given beforehand of what these powers are, persons in responsible positions may take action which they believe to be covered by Martial Law and they may find later that their action is not so covered.

In Chapter V is published a note on the employment of civil officers under Martial Law for the purpose of advising the Military Commander.

In the Appendices are published draft Martial Law regulations and orders merely as a guide to what might be required. It is quite understood that the officer who may be called upon to administer Martial Law need not necessarily take any notice of these suggested regulations, for the responsibility of maintaining order would be entirely his and it would be for him to lay down the methods by which he determines to bring about the restoration of order. It is mentioned, however, that it is considered advisable to incorporate in the booklet draft regulations which might be issued by such military officer during Martial Law so as to avoid regulations which would, in the absence of any draft regulations prepared beforehand, have to be drawn up so soon as Martial Law is proclaimed. It is mentioned that it is clearly undesirable that the drafting of regulations should be delayed until the proclamation of Martial Law becomes necessary. For such regulations would, of necessity, have to be hastily drawn up and would in all probability be made without the same regard for the liberty of the subject as would be the case were they drawn up beforehand when the minds of those drafting them are not disturbed by civil commotion. There is also printed a form of record of trials held by Summary Courts and an extract from the King's Regulations for the Royal Air Force relating to the use of aircraft in aid of the civil powers.

I have a copy of this booklet with me and though it is the property of the Ceylon Government and marked "Secret" I have no doubt that the Ceylon Government will, in the circumstances, which I will explain to them on my return, have no objection to this booklet being handed over to the Chief Secretary in case it is decided that the issue of a similar booklet, altered where necessary to suit local conditions, might be useful in Palestine. I have shown the booklet to the Attorney-General and I understand that the statement of the law and the principles generally which apply to Ceylon would equally apply, with slight modifications, in the case of Palestine.

If it is decided that such a booklet should be published I recommend that copies be issued to District Commissioners, District Officers in "key" positions, District Superintendents of Police and Police Officers in charge of independent commands and to all Military Officers in command of troops. As officers are changed, it is advisable that the relieving officer should be required to take charge of the booklet, give a receipt for it and report to higher authority that he has received and read the book. All books issued should be consecutively numbered and a report should, I suggest, be sent in half yearly to the Chief Secretary that the book is in the possession of the officer. Unless this is done the booklet is liable to be lost sight of. The booklet, I submit, should be issued by the Chief Secretary and a register showing to whom each copy has been issued and the date of issue should be kept in the Chief Secretary's office. I have handed over the copy of this booklet which was in my charge to the Chief Secretary.

40. *Protecting Persons and Property, Powers of Police, Special Constables and Military.*—It will not be possible to issue a booklet such as that described in the preceding paragraph to every individual person who may be called upon to assist in quelling disturbances. It is extremely important, though, that the

troops and special constables called upon to assist in quelling disturbances should have knowledge of their powers under the Civil Law and their powers on the proclamation of Martial Law. In Ceylon this has been provided for by printing on a single sheet of paper an extract from the booklet I have described above in which the powers of every individual soldier, police officer, or special constable under the Civil Law and under Martial Law are described. As each special constable is sworn in he is given a copy of these orders, and a copy is also available for issue to the troops if necessary. I have handed my copy of these orders to the Chief Secretary in case they may be of use.

41. *Warning Notices.*—It is also useful to have ready printed for issue whenever required notices published in the languages spoken in the country by which members of the public are warned that Government is determined to maintain law and order. This is a duty which involves the prevention, so far as possible, and the prompt suppression, when it occurs, of any attempt by any persons or class to interfere with other members of the public who are doing what they have a legal right to do. In the performance of this duty Government and the Police, who are the officers of the Government, do not take sides or favour one party or class against another. It is the duty of the Police to take action impartially against anyone who commits or causes a breach of the peace and to give protection, so far as possible, to any one who is threatened with unlawful interference. It is the duty of every member of the public to assist the Police by ready obedience to Police orders and directions. All members of the public are warned that anyone who remains in or near a crowd at a time of disorder, even as a passive onlooker, does so at very grave risk to himself.

If it is thought that notices of the kind described above will be useful I recommend that they should not be signed by any individual but published "By order of the Chief Secretary, Palestine." If notices so printed in the three languages, English, Arabic, and Hebrew, are published they can be kept in Police offices for use at any time. They will not become out of date as a result of changes in Chief Secretaries, and if they are posted about in towns in public places when disturbances are likely to arise, they may have effect in warning members of the public. I have handed a copy of such a warning notice which is used in Ceylon to the Chief Secretary.

Another notice which was found useful in Ceylon is printed in the three languages and published "By order of the Inspector-General of Police." It is a notice warning members of the public that any person who shall spread false reports with a view to alarming the inhabitants of any place and create a panic is guilty of offence and liable to punishment which is described. I have handed a copy of this notice to the Commandant of Police.

42. *Permanent Special Constabulary Reserve.*—In Ceylon there is a Defence Force in which all nationalities are able to serve. The main object and duties of this Defence Force is to assist in internal defence. Beyond a small number of Royal Artillery, who man the batteries, and a small number of Royal Engineers and administrative units, there are no regular troops in Ceylon. If there was no such Defence Force in the Island it would not be possible to dispense with the presence of troops. Ceylon has been a Crown Colony for over 100 years and there are troops close at hand in India whose services could be obtained in an emergency. It will be very many years before any local Defence Force in Palestine could be formed, and in the meantime there is in the country a body of men whose services will be of the greatest value in assisting the Police in a time of emergency. In the course of the disturbances of August, 1929, these gentlemen were sworn in as special constables and rendered most valuable service. As at present worded the law in Palestine is that special police officers may be sworn in "when it shall appear that an unlawful assembly, or riot, or disturbance of the peace has taken place or may be reasonably apprehended." As the law reads it is only possible to swear in special constables when a disturbance has actually broken out or is pending. In London such good services were rendered by special constables during the war that it was decided that there should be a permanent force of Special Constabulary who will be available to act as a reserve to the regular police at all times. A special law was enacted, and this permits the issue of uniform to all members of the special constabulary and provides for the maintenance of an organization which can be made use of at any time. I gather that in the disturbances which took place in August, 1929, it was found to be essential that all special constables should wear the same uniform

as that issued to the British Police so that the mob might realize that special constables were acting in an official capacity. There is no time to issue uniform when disturbances actually break out, and in order to meet the special needs of the situation I recommend that the law in Palestine be amended to provide for a force of Special Constabulary to be maintained at all times. Uniform should be issued to all members of the Special Constabulary and there would be in all the principal towns a body of men who would be of great value in an emergency.

In view of the fact that it is entirely between Arabs and Jews that disturbances do break out, it is, I submit, important that the Special Constabulary should be composed of men who have no connexion with either party.

43. *Special Police Officers.*—The section of the law which provides for the appointment of Special Police Officers when an unlawful assembly or riot or disturbance of the peace has taken place, or may be reasonably apprehended, may be put to use in two ways:—

- (a) the appointment of Special Police Officers to be of assistance to the Police in the manner described in the preceding paragraph;
- (b) the appointment of a bad character, whose attendance as a Special Police Officer, under proper control and discipline, is preferable to the individual being at large with the mob.

The law provides for the appointment of so many of the residents of the neighbourhood as may be required to act as Special Police Officers for such time and within such limits as may be deemed necessary. The law also provides that "the Special Police Officers so appointed shall be deemed to be for all purposes members of the force, and shall . . . be liable to the same discipline and shall be subordinate to the same authorities as ordinary Police Officers . . . if any person being appointed a Special Police Officer, without sufficient excuse neglect or refuse to serve as such, or to obey such a lawful order or direction as may be given to him for the performance of his duties, he shall be liable, on conviction before a Magistrate, to a fine not exceeding £P.5 or imprisonment not exceeding ten days for every such neglect, refusal, or disobedience" (Section 30 of Ordinance No. 17 of 1926).

I have handed to the Commandant copies of the necessary forms of appointment which are used in Ceylon and a copy of the orders on the subject in case it may ever be found useful to appoint Special Police Officers in this way in Palestine.

44. *Illicit Possession of Arms and Secret Defence Societies.*—It is not easy to prevent the illicit possession of arms by the inhabitants of Palestine as long as there is no restriction on the possession and carriage of arms in Trans-Jordan. As a result of the War there is a large number of rifles in Trans-Jordan and there will always be persons who are ready to dispose of rifles at a price. The possibilities of the importation of arms into Palestine by sea and across the land frontiers from Syria and Trans-Jordan are realized by the Police and successful detections have been made. Between 23rd August, 1929, and 20th February, 1930, arms and ammunition have been seized and confiscated as follows:—

Rifles, serviceable, 221. Rifles, unserviceable, 18. Revolvers, serviceable, 184. Revolvers, unserviceable, 20. Shot guns, serviceable, 35. Rifle ammunition 10,328 rounds. Revolver ammunition 1,969 rounds. Shot gun cartridges 267. Bombs 13.

The following cases are quoted as an example of the way in which the trade in arms is carried on:

On the night of 8th November, 1929, the Syrian Police caught in an olive garden near Beirut (1) Joseph Davidesco, an ex-Jewish Police Officer of the Palestine police, and (2) Joseph Levin of Haifa, in the act of packing 18 rifles, 1,000 rounds of ammunition, 1 machine gun, and 6 bombs, presumably for export to Palestine.

On the 6th February, 1930, the Divisional Inspector, Hebron, after riding for seven hours in the direction of the Dead Sea, captured a donkey loaded with 10 rifles. The rifles were consigned to a butcher in Bethlehem from a friend in Ma'an. These rifles had all been re-stocked and repaired.

On 15th March, 1930, three iron safes consigned to Dr. Emanuel Wilbushevitch of Haifa from the Wienir Kassenfabrik A.G. Company of Vienna were examined in the Customs House, Haifa. The safes were found to be empty, but unscrewing the backs, the space which is normally packed with insulating material was found

to contain 148 Mauser rifles, minus stocks and butts, 1 Mauser rifle complete, 1 Mauser pistol complete, 57,875 rounds of rifle and revolver ammunition, 2,250 cartridge clips.

The importation of arms is a matter which will for many years require the utmost vigilance. It is submitted that the best preventive to the illicit possession of arms and to the formation of Secret Defence Societies is for the Government to show and prove that it is determined to and can maintain order and provide for the necessary protection of persons and property in Palestine. The price which people are prepared to pay for arms and the desire to form Defence Societies will probably be found to decrease in a ratio corresponding to the increase in the number and efficiency of the forces on which Government can rely to maintain order. The fact that there is a sound official scheme for internal defence should in this connexion have effect.

45. *Dealers in Firearms and the Storage of Arms and Ammunition.*—At the present time it would be an easy matter for an excited mob which desires to do so to loot the shops of the firearm dealers and arm themselves with guns and ammunition.

As regards arms there are at present no regulations requiring a firearm dealer to keep firearms in a securely locked strong box or other receptacle. It appears to be unreasonable that while every precaution is taken in a Police station to keep every firearm under lock and key a dealer in firearms should not be under any such restriction. In the shop of one dealer that I visited in Jerusalem there were 15 guns and 2,000 cartridges exposed for sale. In another 15 guns and 15,000 cartridges. As regards the safe storage of cartridges I understand that regulations for dealing with explosives under the Trades and Industries Ordinance of 1927 have been drafted but not yet published. I beg to recommend that some provision be made in the Firearms Ordinance 1922, and if necessary in the Regulations for dealing with explosives under the Trades and Industries Ordinance 1927, requiring dealers to keep all firearms and cartridges in a securely locked strong box or other safe receptacle.

It would probably take some little time to amend the law on the subject and I would recommend that in the meantime the Commandant of Police should advise all dealers in firearms, in their own interest as well as in the public interest, to keep all firearms and cartridges in a securely locked strong box or other safe receptacle and that in no case should glass comprise any part of such receptacle.

I would also recommend that the Commandant of Police should draw the attention of his officers to the provisions of Section 14 of the Firearms Ordinance 1922, which gives authority to a Police Officer to and above the rank of Sub-Inspector to inspect the premises of a dealer in firearms. The importance of this duty was not apparently understood by the Police Officers who accompanied me on my visit to the dealers in firearms in Jerusalem. I consider that dealers in firearms should be visited once a month by the Police and their books and stock of firearms checked.

46. *Means of Communication.*—Palestine is particularly well off as regards means of communication by telephone and wireless and is in advance of many other countries in this respect. From the point of view of maintaining public safety it is very fortunate that this is the case. The telephone service is very good and of the 88 Police stations or posts 67 are already connected by telephone or wireless.

Communication by wireless is provided by the Royal Air Force at Safad and Haifa in the North, at Ramleh in the South and at Jerusalem; by the Police at Beersheba, Anja Hafir, Tel-el-Milah and Asluj, all in the Beersheba District, in which District there was formerly no means of rapid communication. The Imperial Airways have a wireless station at Gaza. In Trans-Jordan the Royal Air Force have a wireless station at Amman, the Trans-Jordan Frontier Force have stations at Zerka and at Ma'an and the Arab Legion have a station at Akaba. At El Arish, on the Egyptian border, in the province of Sinai, there is a wireless station. In addition to these permanent stations the Police have a 75 watt portable wireless set mounted in a 25 cwt. lorry. With this set, which has a range of 100 miles, the Police can get into touch with Jerusalem by wireless from any part of Palestine, with the exception of a very small area at Metullah in the North, where the boundary runs up into a sharp salient.

Of the stations not yet connected by telephone I consider that Jifflik is in the most urgent need of prompt means of communication. I beg reference to paragraph 14 (a) of this Report in which is mentioned the danger to which the Jewish colonies in the Emok are exposed from an attack by Arabs in Trans-Jordan. On my visit to Trans-Jordan Colonel Cox (the Resident), Peake Pasha (Commanding the Arab Legion) and Colonel Shute (Commanding the Trans-Jordan Frontier Force), all urged that there should be a telephone to Jifflik from Nablus on the Palestine side to provide prompt means of communication in cases of raiders moving across the frontier from either side. There is a Police post at Jifflik. From Jifflik the wire could be carried across the river to Jisr el Damiyeh, which is on the frontier on the Trans-Jordan side. The Arab Legion had a post at Jisr el Damiyeh but it had to be given up because there was no house and no telephone for this station. I understand that an estimate has been obtained for a telephone line from Nablus to Jifflik and up to now the work has not been carried out as the cost, £P.1,100, has been held to be prohibitive. In view of the importance of establishing prompt means of communication between Palestine and Trans-Jordan in this area I would urge that this expenditure be sanctioned.

Colonel Shute is of opinion that after Jifflik has been connected up, telephone communication between Jifflik and Jericho should be established to provide communication along the frontier. This is no doubt desirable when funds can be provided, but the need is not as urgent as that of Nablus-Jifflik.

There should be a Palestinian Police post of one non-commissioned officer and three men at El Hammeh. El Hammeh is near Samakh on the Syrian border. In paragraph 14 (a) of this Report it is described how Arab raiders from Palestine cross over the frontier at El Hammeh into Syria through Trans-Jordan. There is a railway telephone at El Hammeh and the Postmaster-General informs me that there would be no difficulty in connecting up a Police station to the railway telephone. The Arab Legion are providing a Police post on the Trans-Jordan side quite close to El Hammeh. A telephone line could be provided at a little cost to connect up the Palestine police post at El Hammeh with the Arab Legion Police post. The distance will be some two or three kilometres. With one company less two troops of the Trans-Jordan Frontier Force at Samakh and with the Palestine and Arab Legion Police on either side of the frontier at and near El Hammeh, these forces should, if provided with prompt means of communication, be able to render valuable assistance in dealing with raiders crossing the frontier into both Trans-Jordan and Syria in this area.

I understand that steps are being taken to connect up all Jewish colonies by road and telephone and that of the 120 Jewish colonies referred to in paragraph 16 of this Report practically all have been already connected by telephone.

In going round the Northern District it struck me that additional roads were required in the Safad area. I understand that a road is being made from Safad to Acre. The completion of this road at an early date is desirable in that by such a road it will be possible to send assistance from Haifa to Safad when necessary very much quicker than is now possible by the Nazareth-Tiberias route. In the "peace" time stage there will be a battalion of troops at Haifa and prompt means of communication between Haifa and the Safad District on the Syrian border is desirable.

The advantages of aircraft being available are obvious and as an example of the possibilities of its use may be quoted a recent case in which one of the leaders of the armed band operating in the Safad area who had been arrested in Trans-Jordan was transferred from the lock-up at Amman to the custody of the Palestine police in an aeroplane. It had been rumoured that a determined effort would be made to secure the release of this prisoner while being escorted from Trans-Jordan to Palestine. All risk of this was prevented by the removal of this prisoner by air.

The liaison established between the Palestine police and the Trans-Jordan Frontier Force, the Arab Legion and the Police in Syria, Sinai, and Egypt is good.

47. *Food supply.*—When I was in Haifa I called on Mr. Spinney, who is the contractor for supplying food supplies to the Railway, the British police, and Government Departments generally and he informed me that he always had one week's reserve of rations at each station in addition to the supply for the current week and he has one month's supply in reserve at Haifa. This reserve ought to be sufficient.

48. *Key positions.*—With regard to the position of District Officers a suggestion which I venture to put forward is the allocation of British officers, who are at present Area Officers, to the executive charge of certain districts which may be considered as "key" positions. The "key" positions are, I submit, those to which the military send out detachments in the "precautionary" stage, i.e., Hebron, Nablus, Gaza, Nazareth and Safad. If the officers who are now Area Officers could be appointed to the executive charge of these districts it would mean that there will always be in each of these districts a British officer of experience who could be held responsible for preparing a scheme of defence for the district in conjunction with the Military and Police authorities. If military assistance was called for, such a District Officer would be able to advise the troops as to the dispositions which they should take up in his district. This is, I submit, essential in the scheme of defence as the military officers might not know the geography of the district and would not know in which part of the district trouble is more likely to be experienced. Until Martial Law has been declared the Civil authorities are still responsible for the maintenance of order and the position of the Military is that they merely act at the request of the Civil authority. It is, I submit, of the utmost importance that there should be in each district where troops will be stationed in the "precautionary" stage, an officer competent and able to give instructions to the troops as to where they are likely to be required.

I quite understand that it may be desirable for some years for Palestinian District Officers to receive some supervision from more experienced British officers. Such being the case I would suggest that the British officer in executive charge of the "key" position district should be given authority and power to inspect neighbouring districts in the executive charge of Palestinian officers. For example, the Officer-in-charge of the "key" position district at Nazareth, could, say, once a month visit the Beisan and Tiberias District Officer as an Inspecting Officer. Similarly the Executive Officer of the Nablus district could, as Inspecting Officer, visit the Jenin and Tulkarem districts. I had the opportunity of discussing this suggestion with the Commissioners of the Northern and Southern Districts and with the Deputy District Commissioner of the Jerusalem Division, and I understand that they are of opinion that the suggestion is one which might be favourably considered. The matter was also brought up at the Situation Conference held on the 24th March. I feel sure that if such a scheme proves satisfactory in the ordinary course of routine work, it would unquestionably be a good scheme from the point of view of the maintenance of public security, more especially from the point of view of the prevention of trouble, which, I submit, is so important a factor in any scheme aiming at providing security to persons and property.

49. *The Hebron District.*—In the disturbances which occurred in August, 1929, there were more Jews killed in the town of Hebron than any other place in Palestine. Although Hebron is only 22 miles distant from Jerusalem, for Police and Revenue purposes the Hebron district is included in the Southern District. When the Officer-in-charge of the Police at Hebron requires assistance or instructions he has in the past been required to seek assistance or instructions from Gaza, the sub-district headquarters, 75 miles distant. The strength of the British police at Gaza is ten. There will be no troops at Gaza in the "peace" time stage and there will only be two sections of Infantry at Gaza in the "precautionary" stage. The Superintendent of the Southern District has got to come through Jerusalem to get to Hebron from Jaffa. Jaffa is 75 miles distant from Hebron. A report from the Police Officer-in-charge of the Hebron district which eventually should reach the Commandant in Jerusalem, goes through Jerusalem, by post to the Gaza sub-district office. From Gaza it is forwarded to the Superintendent's office at Jaffa. From Jaffa it is sent to Jerusalem. It will probably take about five days for a report to reach the Commandant in this way. There is direct connexion between Hebron and Jerusalem. Hebron is in the Jerusalem Judicial area. The Junior Government Advocate who is responsible for Hebron cases lives in Jerusalem. Hebron is in the Jerusalem Public Health area. There is an almost hourly bus service between Hebron and Jerusalem. A large number of Hebron labourers come to Jerusalem for work. Most of the rough and unskilled labour in Jerusalem is performed from Hebron and the outskirts of the district. People in the Hebron district come into Jerusalem to market. In the "peace" time stage the nearest troops would be at Jerusalem, a battalion less one company. There will always be a good body of British police in Jerusalem. Should any disturbance be anti-

cipated or break out in the Hebron district the Officer-in-charge of the district would naturally look and apply to Jerusalem for assistance. Such being the case it appears to be in every way desirable that the Hebron District should be included in the Jerusalem Revenue and Police District so that in drawing up a scheme of defence Hebron would be included in the Jerusalem District defence scheme. The Police Officer-in-charge of the Hebron district has frequently to come to Jerusalem to attend Court and he can keep in much closer touch with his superior Police Officer, with the Deputy District Commissioner and with the troops in Jerusalem than he can with a superior Police Officer at Gaza and with the District Commissioner and the nearest troops in the Southern District at Jaffa. I have already represented the urgent need of the transfer of Hebron to Jerusalem District to His Excellency the High Commissioner.

50. *Defence Schemes, responsibility of all concerned to be definitely laid down.*—I venture to submit these suggestions under the head "Internal Defence" as I consider that it is essential from the point of view of an efficient Police organisation that the responsibility of the Police and the responsibility of the military officers should be definitely laid down.

In the days when the Troops, the Gendarmerie and the Police were all under the command of the General Officer Commanding Troops (General Tudor) the question did not arise. I find that on 8th August, 1927, Major Saunders when acting as Commandant of Police (the Commandant being on leave) pointed out to the Chief Secretary that it had become necessary to revise the Emergency (Police) Schemes for the town of Jerusalem, Haifa, and Jaffa but before these could be completed in detail it was necessary to include "the detail affecting the situation which would arise and military measures to be adopted in the event of the Civil power being unable to maintain order." Major Saunders pointed out that the previous orders in this respect were no longer applicable and added "I should be grateful if you would advise me in this matter." There is a note on the file by Major Saunders that no reply was received to this letter and that the High Commissioner at the time did not consider that any mention of such procedure was necessary in the Defence Scheme. Major Saunders recorded the fact that when acting as Commandant in 1927 he personally approached the High Commissioner on the point and begged to disagree with the order made but that the High Commissioner saw no reason for altering his decision.

Subsequent to this there was a change in High Commissioners and on the 15th March, 1929, there is an order on the file by the Commandant to the Deputy Commandant to this effect "His Excellency is interested in defence schemes. Please let me see all papers on this subject and discuss same with me." Major Saunders on the same day (15th March) put up to the Commandant all the files on the subject and pointed out in writing that when acting for the Commandant in 1927 he had taken up with Government the matter of the procedure to be adopted for calling in Imperial troops in the case of general unrest and the inability of the Police Force to keep the situation in hand. Major Saunders stated that no reply had been received to the letter on the subject and the High Commissioner at the time whom Major Saunders had seen "did not consider any mention of such procedure was necessary in the Defence Scheme." Major Saunders added "I am still of opinion that the Defence Scheme for Palestine remains incomplete without the enunciation of this principle." The next note on the file is a note dated the 23rd March, 1929, that "the Commandant will call for these files when he wants them." There is no record of any further action having been taken in the matter. In view of the fact that the Commandant had on the 15th March made a note to the effect that the new High Commissioner is interested in Defence Schemes and Major Saunders had put forward so clearly the need for action on the lines above quoted, it would appear that the Commandant had an opportunity in March, 1929, to get this matter put right.

On the 22nd August, 1929, the day prior to the disturbances breaking out in Jerusalem, Major Saunders as Acting Commandant wrote to the Chief Secretary and stated that "in view of the present situation in Jerusalem and the state of the feeling in the country generally, I feel most strongly that I should be kept informed of the strength and dispositions of Imperial troops and their motor transport in Trans-Jordan and Palestine, together with the number which will be available for assisting the civil forces in case of extreme emergency. I should also be glad if the procedure to be followed for calling in assistance of Imperial troops

as a precautionary measure may be communicated to me, as well as that to be followed if and when it appeared necessary for troops to be assigned duties which might demand their participation in the quelling of disturbances. Prior to 1st April, 1926, the procedure to be followed was quite definite but since this date no procedure has been determined upon." Major Saunders requested reference to his letter of the 8th August, 1927, a copy of which he attached for ready reference, and pointed out that no reply had ever been received to this letter. In a letter dated the 20th August, 1929, addressed to the Air Officer Commanding, Major Saunders described to the Air Officer Commanding how the matter stood and stated that though this matter had been raised with Government in 1927 no action had been taken. Major Saunders stated that he was of the most strong opinion that there should be a clear indication of policy in this matter of which every District Superintendent should have a copy.

It is to Major Saunders' credit that he foresaw the necessity for issuing definite instructions on the subject and he must be sympathised with that he should have been the officer who was to suffer most in August, 1929, from the absence of a definite plan.

PART V.

Past History of the Palestine Police.

51. The Palestine Police Force must be almost the youngest, if not the youngest, Police Force in the world. Although the Force has been in existence for a comparatively short period (approximately ten years) it has probably passed through more vicissitudes than many, if not most, of the Police Forces one has heard of. After the occupation of Palestine by the armies under Lord Allenby, a military governor was appointed to each town and independent local forces of police were raised by each military governor. These forces were purely local in character, and there was no central control or co-operation. Mounted personnel were engaged for duty in rural areas and police on foot were employed in urban areas. In July, 1919, the late Colonel Bramley was appointed to take charge of the administration of these local forces, and to organize one force which should be entrusted with the normal duties of a Civil Police Force. On the 1st July, 1920, the Military administration ceased and was replaced by a Civil Administration with Sir Herbert Samuel as High Commissioner. Colonel Bramley as head of the Police Force held the title of Director of Public Security, and he was assisted by two Assistant Directors, one for the general administration of the Force and one for the control of criminal investigation. The Force was distributed in 24 police stations and 65 posts, and was maintained at a strength of 70 officers and 1,228 other ranks. In July, 1920, a constable drew £6 10s. a month as pay and £1 a month was paid as marriage allowance. On account of financial stress the estimates of expenditure had to be reduced and in the autumn of 1920 orders were received for a considerable reduction in the establishment and pay of the Force, and during the winter and the following spring 60 per cent. of the Force resigned. In 1920 the military forces in Palestine comprised one British and one Indian cavalry regiment, one British and one Indian infantry battalion, units of the Air Force, and details of the Royal Engineers, Royal Artillery and Royal Army Service Corps. The organization of the present Force may be said to date from the passing of the Palestine Police Ordinance in February, 1921, as prior to this there was no proper legislative authority for any of its acts.

52. In May, 1921, serious racial disturbances took place in Jaffa. As a result of the riots and of the Report of the Commission which enquired into them, it was recommended that a Reserve Force of Gendarmerie should be created (Cmd. 1540). In June, 1921, the Palestinian section of the Palestine Gendarmerie was formed with a strength of 19 officers and 547 other ranks. In April, 1922, the British section of the Palestine Gendarmerie arrived in Palestine with a strength of 44 officers and 700 other ranks. The British section of the Gendarmerie, though a Civil Force and intended as a reserve to the Civil Police, was organized on military lines, and, like the Palestinian section of the Gendarmerie, did not undertake any normal police duties. The two sections of the Gendarmerie and the Police were

placed under the command of the General Officer Commanding the Troops in Palestine. General Tudor was appointed General Officer Commanding and Inspector-General of Police and Prisons in June, 1922. Colonel Bramley became Deputy Inspector-General of Police and Prisons and was responsible to the General Officer Commanding for the proper performance of the Civil Police duties. The Gendarmerie were directly controlled by the General Officer Commanding and were not available as reinforcements for the Police without the sanction of the General Officer Commanding.

The Commission which enquired into the Jaffa disturbances also commended the idea of a Police Training School, which had actually been started on the 1st of February, 1921, just prior to the disturbances at Jaffa in May, 1921. The Commissioners testified to the "exemplary conduct" of the men who were sent from this school to Jaffa at the time of the disturbances, shortly before the completion of their training. In their Report the Commissioners commented upon the "absence of barrack life" which they described as "not conducive to discipline or to the growth of *esprit de corps*." (Cmd. 1540, pages 47 and 48.) In December, 1922, Mr. Mavrogordato was appointed to succeed Colonel Bramley as Deputy Inspector-General of Police and Prisons.

53. In July, 1923, owing to a second financial crisis, the strength of the Police Force was again reduced by seven officers and 203 other ranks, and the Police Training School was closed. The rate of pay of constables was reduced from £6 10s. to £6 per month, and the marriage allowance of £1 per month ceased on the understanding that the conditions of service would be improved by the provision of proper barracks, pension privileges, etc. Good conduct pay and proficiency pay regulations were introduced, proficiency pay at £1 5s. per month and good conduct pay at the rate of 6s. per month for each badge. A badge can be gained after each period of two years of good conduct up to the number of five badges, the maximum after ten years' service with good conduct. As regards the housing of the Force it was mentioned by the High Commissioner (Sir Herbert Samuel) in his despatch of 25th August, 1921,* by which the Report of the Commission appointed to enquire into the disturbances at Jaffa was forwarded, that "barrack accommodation is being provided in the towns of Palestine as rapidly as funds allow, with a view to the Police being no longer scattered in houses in the towns to which they belong." (Cmd. 1540, page 62.) As will be shown later in detail in this Report, under the heading "Housing," the provision of barrack accommodation has not been proceeded with on these lines.

Owing to the reduction of the Force in July, 1923, it was decided to employ the Palestine Gendarmerie on police duties in the neighbourhood of the frontiers, and a zone was demarcated in which they undertook responsibility for the maintenance of public security.

54. In April, 1925, the strength of the British section of the Palestine Gendarmerie was decreased by 15 officers and 178 other ranks. On the 31st March, 1926, the Palestine section of the Palestine Gendarmerie was formed into the Trans-Jordan Frontier Force, which was raised as a military unit for the defence of the Palestine and Trans-Jordan frontiers. The British section of the Gendarmerie was disbanded. Five officers and 212 men of the British section were transferred to the Police Force, the strength of which was increased by 44 officers and 591 other ranks. On 1st April, 1926, the Police Training School, which had been closed for three years, was re-opened. With the exception of the Royal Air Force, all the military forces in Palestine were removed.

55. In January, 1928, the strength of the British section of the Palestine police was reduced by 42 constables, and in January, 1929, the strength of the Palestinian police was reduced by 50 foot and six mounted constables. After the disturbances in August, 1929, the strength of the British section was increased in October by three officers and 200 other ranks, and again increased to the present strength of eight officers and 571 other ranks. The strength of the Palestinian police (other than the British section) at the present time is 115 officers and 1,281 other ranks. The total strength of the whole Palestine Police Force is 1,975.

56. The effect of these frequent changes on a young Force must have had the same result as its effect on the country. As a simple illustration let us consider the case of Hebron. Up to the year 1923 there were in Palestine two

* 43052/21.

regiments of cavalry (one British and one Indian), two battalions of infantry (one British and one Indian), units of the Royal Air Force, and details of the Royal Engineers, Royal Artillery and Royal Army Service Corps. In 1923 the Indian cavalry regiment and the Indian infantry battalion and details of the Royal Engineers, Royal Artillery and Royal Army Service Corps left Palestine, but the British cavalry regiment and the British infantry battalion remained in Palestine till 1925. In June, 1923, there were at Hebron four officers and 70 other ranks of the British Gendarmerie. In January, 1925, there was one officer and 40 other ranks of the British Gendarmerie at Hebron. Hebron is a place which has always been considered an important position in any scheme of defence, in that religious feeling is particularly strong in Hebron, and, though principally inhabited by a rather fanatic Muhammedan population, there has always been a colony of Jews in the town. In August, 1929, a town, which in 1923 was considered of such importance that four officers and 70 other ranks of British Gendarmerie were quartered in it, and this strength of 74 British Gendarmerie had the support of an adequate number of troops in Palestine (two regiments cavalry and two battalions infantry), Hebron in August, 1929, with a situation much worse in every way than that which existed in 1923-25, was left with one single British policeman (an officer), with no troops of any kind in the country, and with only 142 British Police, including motor transport personnel, in Palestine. Of these 142 men of the British Police, there were 72 at Jerusalem, 27 at Jaffa, 34 at Haifa, and nine at Nablus. The result was that there were more Jews killed at Hebron than anywhere else in Palestine. Of 118 Jews killed in Palestine in August and September, 1929, 65 were killed at Hebron, 23 were killed at Jerusalem, 18 at Safad, six at Haifa, five at Jaffa and one elsewhere. But for the gallant conduct and action of the single British policeman (Mr. Cafferata) at Hebron on the 24th August, the death roll would have been very much heavier. If the effect of these constant changes in the strength and disposition of forces is so strikingly seen at Hebron, we can be sure that a ten-year old force such as the Palestine police must have suffered acutely from these changes at a time when it most needed careful handling, encouragement, and support.

57. In considering the work of the Palestine police one has to take into account the short time that the Force has been in existence, and the vicissitudes that the Force has passed through. It is also to be remembered that the methods adopted by the Police in Palestine in Turkish times were probably not the methods which we can use. It has to be borne in mind that, on the other side of the Jordan, there is no restriction on the possession and carrying of arms, and it is an easy matter for a criminal or a band to commit a crime in Palestine and get across the long land frontier before the crime has ever been reported to the Police on the Palestine side. It is further to be noted that, as a result of the encouragement by the Zionist organization of immigrants from Poland and Russia, a number of communists get into the country who would not otherwise come to Palestine. With all these difficulties to contend with, there has in addition been the most acute feeling between the Arabs and the Jews, which is bound to affect a body of men few of whom have been through a training school, and practically none of whom live in barracks.

The Metropolitan Police Force has been in existence for 101 years, the Ceylon Police for 65 years. It would be easy to mention a list of things which are being done in other Forces, but which are not yet being done in Palestine. Merely to criticize would not be helpful. Full allowances must be made for the difficulties under which the Force has been evolved, and for the strain which the members of the Force have been through in recent times. I shall myself endeavour to remember these points in writing this Report.

In some cases it will be necessary to point out defects in the administration and work of the Force in order that suggestions for the future may be considered. I trust that any criticisms in this Report of action or lack of action in the past may be found to be accompanied by a suggestion as to the line of action to be adopted in the future.

PART VI.

Cost of the Force.

58. *Comparison between the cost of the Palestine Police and the cost of the Police in Ceylon.*—The total estimated ordinary expenditure of the Palestine Government for the year 1930 is £P.2,055,510. Deducting from this figure a sum of £P.29,850 which the Palestine Government receives from the Imperial Government as a grant-in-aid towards the cost of the Trans-Jordan Frontier Force ($\frac{1}{4}$ th of the total of the cost), and deducting a sum of £P.60,000 which was originally estimated to be the cost of the increase of the British Police Force, but does not now represent the actual cost of the additional Force that will be necessary, the actual estimated ordinary expenditure of the Palestine Government for the year 1930 is £P.1,965,660. The cost of the Police Force as revised in the Estimates for 1930 (excluding the cost of the Prisons and Lock-ups and the cost of the Immigration and Travel Section, which at the present time are included in the Police budget, and excluding the sum of £P.60,000, the cost of the increase of the British police originally estimated, as above referred to) is £P.332,750. The cost of the Police Force therefore is 16.93 per cent. of the total estimated ordinary expenditure of the country. The total estimated ordinary expenditure of the Ceylon Government for the year 1929-1930 is £7,029,686. The cost of the Ceylon Police Force as provided for in the 1929-1930 estimates is £232,146. The cost of the Ceylon Police Force therefore is 3.30 per cent. of the total ordinary expenditure of the Colony. The proportion of the cost of the Police to the total ordinary expenditure in Palestine, 16.93 per cent. as compared with 3.30 per cent. in Ceylon is very striking.

The total cost of the Police, of the Defence Force, and the Military contribution towards the cost of Imperial Forces in Ceylon for the year 1929-1930 is 5.54 per cent. of the total estimated ordinary expenditure. In Palestine the cost of the Police and contribution towards the cost of the Royal Air Force in Palestine and $\frac{1}{4}$ ths of the cost of the Trans-Jordan Frontier Force is 26 per cent. of the total estimated ordinary expenditure.

The cost of the Police per man in Palestine (total cost divided by total strength of the Force) is £P.187, in Ceylon £73. The cost of the Police per head of the population in Palestine is 8s. 2d., in Ceylon 1s. 1 $\frac{1}{2}$ d. The proportion of Police to population in Palestine is 1 to 413, in Ceylon 1 to 1,660.

The striking fact is that although the population in Ceylon must approximately be five and a half millions and the estimated population in Palestine as shown in the Report of the Department of Health for 1929 is 816,061, which is about $\frac{1}{4}$ th of the population in Ceylon, and although the area of Ceylon is greater than that of Palestine, the Palestine police costs very much more than the Ceylon police. The cost of the Ceylon police for 1929-1930 is £232,146, the cost of the Palestine police (without Prisons and Immigration and including the cost of 379 British police only) is £P.332,750. In considering the cost of the Palestine police I have not taken into account the cost of the grants-in-aid which Government has made to Municipalities towards their general expenditure which includes the cost of Police employed within the Municipality. In the case of Tel Aviv in the year 1929 the Municipal Council was allotted a sum of approximately £P.6,000 to cover the cost of emoluments and clothing, etc., of the Police in Tel Aviv.

59. *Cause of the high cost of the Police in Palestine.*—The sanctioned strength of the Police Force in Ceylon is 3,165. The strength of the Force in Palestine at the present time is 1,975. In calculating the figures of cost in the previous paragraph, the number of the British police was taken as 379 as this was the number for which provision was actually made in the Police estimates. The actual present strength of British police is 579. In comparing the cost of the Force the strength of the Palestine police was calculated on a strength of 1,775. With the increase in the British police to a strength of 579 the cost of the Force will actually be greater than that shown in paragraph 57. The reason why a

force of police in Palestine which is smaller in numbers to that of the Ceylon police costs so much more than the Ceylon police is that :—

(a) the Palestinian constable draws considerably more pay than the constable in Ceylon ;

(b) the strength of the British police in Palestine is very much larger than that in Ceylon ;

(c) the cost of " other charges " in Palestine is higher.

A constable in Palestine on passing out of the Training School draws £P.6 a month. A constable in Ceylon draws rupees 29 a month, which is approximately £2. The reason for this difference in pay is that the cost of living in Palestine is higher and wages are correspondingly higher. I am informed that an unskilled labourer earns £3 10s. od. a month, a carpenter £9 and a mason £12. The total number of Europeans in the Ceylon police is 58 (25 superior officers and 33 Inspectors, sub-Inspectors and other ranks). In Palestine the number of British Officers and British police is 622.

The reason why there are four times as many police to population employed in Palestine as in Ceylon (1 to 413 in Palestine and 1 to 1,660 in Ceylon), and the reason why the strength of the British Officers and British police in Palestine is 662 compared with 58 in Ceylon is that the conditions in Palestine are quite out of the ordinary. At Ness Ziona in the Southern District I saw on one side of the road an encampment of Beduin Arabs living in camel hair tents, on the other side of the road, within a few yards of the Bedu camp, was a Jewish colony. One cannot imagine greater extremes than Bedus living under conditions very similar to those which existed in the days of Abraham and the ultra-modern Soviet and communist Jew from Poland and Russia. The contrast between the Bedu tents in the Jaffa district and the town of Tel Aviv with its population of 40,000, with its modern streets and buildings, put up on what was nothing but sand dunes twenty years ago and inhabited and served entirely by Jews, cannot probably be seen anywhere else in the world. As has been described in paragraphs 4 to 6 of this Report, the feelings between two peoples of such different ideas and standards of living are, on economic, political and religious grounds, at the present time acute and it is entirely on this account that this large force of British police and a large proportion of the Palestinian police are necessary. Apart from the duty of maintaining order and preventing a breach of the peace, there is a large volume of work relating to the Immigration Ordinance, the exclusion and prosecution of undesirables, the deportation of aliens and political undesirables, correspondence with regard to communists, and applications for naturalization. The monthly average of applications for naturalization is 370 and there are 105 applications a month from Russian immigrants. In the Jerusalem Police District alone there are 50 applications a week for naturalization and 100 inquiries and reports relating to communists to be dealt with each week. This work takes up a great deal of time and absorbs a number of Palestinian police who in ordinary circumstances would not be necessary. In the Parliamentary papers in which the correspondence in 1922 with the Palestine Arab Delegation and the Zionist Organization is published (Cmd. 1700), in a statement dealing with the policy of His Majesty's Government in Palestine, it is stated on page 19 " it is necessary also to ensure that persons who are politically undesirable are excluded from Palestine, and every precaution has been and will be taken by the Administration to that end."

It should be noted that the cost of the Police Force being such a large proportion to the total cost of the administration in Palestine is entirely due to the extraordinary conditions prevailing. But for this state of acute feeling between the Arab and the Jew, Palestine, being almost entirely an agricultural country with no industrial centres and no other particular problem calling for Police action, could be served by quite a small and inexpensive police force. In paragraph 6 of this Report it is mentioned how desirable it is that Jew and Arab should endeavour to understand each other and by mutual respect, forbearance, and a spirit of " give and take " make it possible for both to live and work together in harmony. Apart from all other considerations one effect of the creation of such a spirit of co-operation would be a reduction in the cost of the Police Force with the result that there would be more money available for works of public utility. Until there is a permanent change in the attitude of these people to one another the Police Force must continue to be a heavy charge on the revenue of the country.

60. *Additional Expenditure.*—Realising the present high cost of the Police Force and being alive to the fact that Palestine is a poor country, one hesitates to submit recommendations which would add to the present cost of the Police and the cost of the general administration. But as the first duty of the Mandatory Power must be to maintain order and create a feeling of respect for the law, and as it is vitally important to the creation of better relations between the people that disturbances should at all cost be prevented during the next twenty years, I fear that there is no alternative but to face additional expenditure under some heads. In paragraph 30 of this Report the cost of the additional British police necessary for the close protection of Jewish colonies is quoted. Additional expenditure will also be necessary on account of the training, supervision, and housing of the Palestinian police, the encouragement of the members of the Force to learn the languages spoken by all classes of the population, providing married quarters for a proportion of the British police and improving their conditions of service as regards free passages to England, the re-organization and strengthening of the C.I.D., and the appointment of additional Magistrates to provide for the more prompt disposal of cases of crime. Full details and reasons for any additional expenditure that is recommended will be found in the subsequent paragraphs of this Report. With the exception of expenditure on account of the British police which is necessary to prevent disaster at the present time and for some years to come, the main object of the additional expenditure that will be recommended is the training of the Palestinian police officer to do his duty by any class of the population in all circumstances and to create a feeling of greater respect for the law. It is hoped that if this can be generally brought about while the British police in considerable numbers are still in the country to support the Palestinian police, the Palestinian police may in twenty years' time be able to stand on their own feet. If this can be done and if further disturbances can be prevented during the next twenty years, while better relations between the different classes are being created, it is hoped that in twenty years' time a reduction in the cost of the Police Force may be possible. Till then I can see no hope of the cost being other than high.

61. *Methods by which Savings can be made on the Present Votes.*—As a result of my inspections and inquiries, I am of opinion that savings can and should be effected under some of the existing Police Votes. In the Palestine Police Ordinance, No.17 of 1926, under head " Duties of the Police," it is laid down that " the Force shall be employed for the prevention, detection, and prosecution of crime, the apprehension of offenders, the safe custody of prisoners and the maintenance of public order and of the safety of persons and property." Police are at the present time employed on many extraneous duties which might be carried out at less cost to the administration by persons who do not need the intensive training, supervision and housing, as men employed on the essential police duties of prevention, investigation, detection, and prosecution of crime require. The policeman is necessarily an expensive article on account of the nature of the duties of his office, which require that he should be trained, supervised, clothed, housed and pensioned. One is struck by the number of duties other than strictly Police duties which are being undertaken by the Force at the present time. If the Palestinian section of the Force can be reduced to the number that is actually required to carry out the duties which no one else but Police can attend to, namely the prevention, investigation, detection, and prosecution of crime, the regulation of traffic and maintenance of order, there should be a reduction in the strength of the Palestinian police. The men who would have to be engaged by the District Administration and other Departments to carry out these extraneous duties could be remunerated at less cost to the administration. The matter will be gone into in detail in a subsequent part of this Report.

Delay in the disposal of cases, a matter which will be dealt with in detail later in this Report, results in unnecessary expenditure on account of the detention and feeding of persons on remand while waiting for their cases to be investigated. Frequent postponements cause unnecessary expenditure on account of police escorts, and on account of the cost of attendance of police at the Courts as witnesses. Every time a Police officer attends Court on the day fixed for the hearing and the case has not been taken up there is a considerable loss of Government money not only on account of the cost of travelling to attend Court but on account of the loss of time and duty involved.

62. *Good Conduct Pay*.—The rate of Good Conduct Pay granted to constables is generous. The following extracts from the Rules on the subject are quoted:—

"(1) There shall be established in the Palestine Police Force a system of Good Conduct Pay and Badges, to be granted as a reward for good conduct and efficient and faithful service.

"(3) (1) A Good Conduct Badge shall be awarded to any constable on completion of two years' service in the Force, provided that no punishment involving the forfeiture of a Badge has been inflicted upon him during the second year of that period. An additional Badge shall be awarded in respect of each subsequent period of two completed years' service, provided that no punishment involving the forfeiture of a Badge has been inflicted upon him during that period, and provided also that the number of Badges awarded to any constable at any time shall not exceed five.

"(5) Good Conduct Pay shall be paid at the rate of ten mils *per diem* (6/- a month) in respect of each Badge awarded, and shall be a pensionable emolument.

"(6) Any constable who is punished by:—

(a) loss of pay for a period of eight or more days; or

(b) deprivation of lance rank; or

(c) confinement to barracks for a period of eight or more days, shall forfeit the last Badge awarded to him.

"(7) The Commandant may, in lieu of or in addition to any other punishment, order the forfeiture of one or more Badges by a constable found guilty of misconduct.

"(8) A Badge which has been forfeited shall not be worn, and no pay shall be drawn in respect thereof.

"(9) If a constable forfeits a Good Conduct Badge, he shall not regain it until he has served a complete year from the date of the forfeiture, and during that period has not incurred any further punishment involving the forfeiture thereof. If a constable has forfeited more than one Badge he may regain each Badge by serving one complete year, subject to the same conditions in respect of each Badge."

It will be noted that

after two years' good service the constable can draw 6s. a month.

" four	"	"	"	"	"	12s.	"
" six	"	"	"	"	"	18s.	"
" eight	"	"	"	"	"	24s.	"
" ten	"	"	"	"	"	30s.	"

This is a very considerable and, in my opinion, a generous addition to his pensionable emoluments.

In the Headquarters Administrative Circular No. 10, dated the 28th February, 1928, and issued by the Commandant, the Good Conduct Rules above quoted are set out in detail and it is stated that "personnel who are continually guilty of minor offences may be deprived of Good Conduct Badges under Regulation 7. When it is desired in the interests of discipline to deprive personnel of a Badge under this Regulation the authority of the Commandant shall be obtained."

Everything depends upon the strict observance of this order, as otherwise a constable who is punished by loss of pay for a period of seven days or is constantly being awarded punishments which do not involve loss of eight days' pay continues to draw the same Good Conduct Allowance as a constable who is really well behaved and never appears in the Orderly Room.

On making inquiries I found that in February, 1930, every single constable in the Force of over two years' service was drawing Good Conduct Pay. In a Police Force there are many opportunities for a constable getting into trouble and as it is impossible to suppose that every constable in the Palestine police is an angel I went into the matter and found that the very necessary rule that "personnel who are continually guilty of minor offences may be deprived of Good Conduct Badges" is not being complied with. As examples the following cases may be quoted:—

P.C. 814.—Enlisted on the 21st December, 1921, was awarded his first Good Conduct Badge on 1st December, 1923. He was punished twice in 1922 and six times in 1923 with punishments of less than the loss of eight days' pay. Though he received his first Good Conduct Badge and 6s. a month Good Conduct Pay in December, 1923, he was actually up in Orderly Room and punished once in October and twice in November, 1923. That is to say he was punished three times just before he got his Good Conduct Badge.

On 21st December, 1925, he received his second Good Conduct Badge and Good Conduct Pay of 12s. a month. In the year 1924 he had been punished on

eight occasions, and in the year 1925 on 18 occasions. He was punished four times in October, 1925, three times in November, and twice in December, 1925. It will be seen that he was awarded his second Good Conduct Badge in spite of these numerous defaults. On 1st December, 1926, he received a punishment which at that time involved loss of a Good Conduct Badge (namely a punishment of seven days' pay, up to the year 1928 a Good Conduct Badge was lost on award of punishment involving a loss of seven days' pay, in 1928 the Rules were amended to read eight days' pay). The constable regained his second Good Conduct Badge on 1st December, 1927. In the year 1927 he was punished three times, once for firing his rifle against instructions (loss of six days' pay) and once for "gross neglect to duty" (loss of seven days' pay). On 1st December, 1928, he was awarded his third Good Conduct Badge (18s. a month); he was punished four times in 1928. On 1st December, 1929, he was awarded his fourth Good Conduct Badge (24s. a month); he was punished twice in 1929. This constable in the course of his eight years' service was on 48 occasions punished by punishments which involved an entry in his Record of Service. He has on no occasion been commended or rewarded for meritorious service. Yet he is drawing the maximum Good Conduct Pay which a constable of eight years' service can draw and he is being treated on exactly the same lines as regards Good Conduct Pay as a constable who has kept entirely clear of default.

P.C. 830.—Enlisted on 29th December, 1925. In the year 1926 he was punished on 14 occasions (twice in the month of February, four times in March, four times in April). In 1927 he was punished on eleven occasions. Of these 25 punishments in his first two years of service one was for insolence, ten for irregular conduct, eight for neglect of duty, two for disobedience, and four were other offences. Yet in spite of these 25 defaults he was on 29th December, 1927, awarded his first Good Conduct Badge and drew Good Conduct Pay of 6s. a month. In 1928 he had two defaults and in 1929 two defaults. On 29th December, 1929, he was awarded a second Good Conduct Badge (12s. a month). It will be seen that on the dates he completed two and four years' service he was awarded a Good Conduct Badge in exactly the same way as a constable who had kept a clear sheet and had really earned Good Conduct Pay. P.C. 830 was on no occasion commended or rewarded for meritorious service.

The cost of these Good Conduct allowances is considerable.

		Cost per month.		Cost per year.
In February, 1930,		£	s. d.	£
239 constables were drawing	6s. a month (first Badge)	71	14 0	860
197	12s. a month (second Badge)	118	4 0	1,418
137	18s. a month (third Badge)	123	6 0	1,479
125	24s. a month (fourth Badge)	150	0 0	1,800
143	30s. a month (fifth Badge)	214	0 0	2,574

In all 841 constables are drawing Good Conduct Pay costing the Government £677 14s. a month, or £8,132 a year. The money being drawn is pensionable.

I think it is quite clear that the Rule that constables who are continually guilty of minor offences should be deprived of Good Conduct Badges is not being observed. The trouble about this Rule is that it is left to the individual officer to send up cases to the Commandant. As long as the Rule is so worded one officer might carry out his orders strictly, an officer in another district might not, with the result that there would be no equality of action throughout the Force.

I am informed that the present Good Conduct Rules are the same as the Army Rules and are the same as the Rules which apply to the Trans-Jordan Frontier Force. I do not think that because these Rules apply satisfactorily in the Army and in the Trans-Jordan Frontier Force they are necessarily suitable for the Police Force. May I be permitted to say that soldiers and men of the Frontier Force are under stricter supervision and discipline than are the men of the Police Force and that any fault would probably be more quickly noticed and dealt with. From the very nature of their duties there are greater opportunities for constables committing misconduct and less chance of their being brought to book than in the case of a soldier. In view of the fact that a constable has necessarily to be given very wide powers and sent out on duty away from the constant supervision of an officer I consider that the highest possible standard of conduct should be aimed at in a Police Force and there should be a marked difference made between the constable who has really kept clear from default and a constable who is

continually appearing in Orderly Room. I would, therefore, recommend that the following action be taken :—

(a) that the present Good Conduct Rules be amended to provide that :—

(1) Good Conduct Badges shall be awarded to constables for periods of "uninterrupted good conduct" as under :—

- 1 Badge after two years.
- 2 Badges after four years.
- 3 Badges after six years.
- 4 Badges after eight years.
- 5 Badges after ten years.

(2) "uninterrupted good conduct" means that a constable has incurred no punishments which are entered in his Record of Service. When such a punishment is awarded the period of uninterrupted good conduct is broken, and starts again on the day following such punishment ;

(3) when a constable is punished three times within six months with a punishment which is entered in his Record of Service the last earned Badge shall be withdrawn.

(4) Badges will be regained by a period of "uninterrupted good conduct" equal to half that by which the Badge had originally been gained ; for instance, a first will be regained by one year's uninterrupted good conduct, a second by two years, and so on.

These are the Rules which I am accustomed to and they have been found to work fairly, provided that, as always should be done, a constable's record is examined before punishment is awarded and provided that there is a check on punishments awarded. Punishments awarded should be checked in the District Office and in the Commandant's Office by a responsible officer when punishments are reported for entry in the man's Record of Service. The great point is that wherever the constable may be serving action is taken automatically on the constable being punished three times in six months with a punishment which involves entry in his Record of Service.

There is no possibility of a constable in one District suffering, under the existing Rules, through his officer sending his name up for cancellation of a Good Conduct Badge as a result of his being continually found guilty of minor offences while a constable in another District is not being so treated. I venture to think that the result of the alteration of the existing Rules, on the lines suggested, if approved, would result in a higher standard of conduct and should prevent waste of Government funds in paying out Good Conduct Pay to men who are clearly not deserving of it. It will be noted that the sanction of the High Commissioner in Executive Council will be necessary for the amendment of the existing Rules.

I would also recommend that :—

(b) All records of service in the Commandant's Office be now inspected and that action should be taken by the Commandant personally to apply the third paragraph of his Order of 28th February, 1928, *i.e.*, the constables who have been continually guilty of minor offences should now on the order of the Commandant be deprived of Good Conduct Badges and Good Conduct Pay.

(c) A copy of each constable's Record of Service should be kept in the station in which he is serving. At the present time a record is kept in the Commandant's office and in the District Office but not in the place where the constable is serving. The Officer in charge of the station may have no knowledge of a constable's previous record. Particularly will this be the case in the event of a constable being transferred from another district or station or in the case of a new officer taking charge of the station. A recommendation for award of Good Conduct Pay should, in my opinion, start from the Officer in charge of the station. At the present time, I understand, the initiative is taken by a clerk in the District Office, who sends up names as a matter of routine. It is extremely useful for an Inspecting Officer to see the record of each man at inspections. The constable who is keeping a good record can be commended and encouraged to continue to do so ; he can be informed on what date he will be eligible to draw Good Conduct Pay if he continues to keep a good record. The constable who has earned

his first Good Conduct Badge and has since been awarded two punishments within four months may be warned that a third punishment within six months will involve loss of his Good Conduct Badge. If this can be done at inspections the personal influence of the Inspecting Officer, as well as the advice of the Officer in charge of the station, who will have access to each man's record of service, should have good effect in creating and encouraging a high standard of conduct besides preventing wastage of Government funds.

63. *Proficiency Pay* :—Proficiency pay at the rate of £1.5 per month is payable to constables and lance-corporals after one year's service on qualifying as "proficient." No more than 30 per cent. of the approved establishment of lance-corporals and constables may receive proficiency pay. Proficiency pay is a pensionable emolument. The grant of proficiency pay is made on the approval of the Commandant to the men qualifying for it. The conditions laid down include the following :—

(a) A candidate for proficiency pay must have at least one year's service and must be recommended by his District Superintendent, who will certify that such candidate is (a) a well-conducted and efficient police officer, (b) able to read and write in one of the official languages, and (c) has an adequate knowledge of drill and musketry.

(b) The names of candidates recommended are forwarded to the Commandant at least one month before the date of the next examination, with a certificate to the effect that each candidate is eligible under the conditions described at (a) above.

(c) Examinations are held half yearly on 1st January and 1st July by a Board of officers of which the Officer Commanding the Police Training School will be President. All candidates for proficiency pay must pass this examination to the satisfaction of the Commandant.

(d) The subjects of this examination, which will be a written one, will be :—

- A. General knowledge and intelligence ;
- B. Elementary arithmetic ;
- C. Criminal law and procedure, law of evidence, investigation of crime and general police duties.

(e) The examiners may question any man orally on the above subjects.

(f) No lance-corporal or constable may be promoted to the rank of corporal or sergeant unless he has passed the examinations, unless the Commandant approves of an exception being made in his case.

(g) Any lance-corporal or constable who becomes inefficient, lazy, or inattentive to his duties, after he is granted proficiency pay, may be deprived of such pay for any period that the Commandant directs.

The idea of encouraging efficiency on these lines is quite sound, and the rules, if strictly applied, are fair and reasonable. I would draw special attention to the conditions quoted under the head (a) (e) and (g) above. I think an oral test, particularly as regards general knowledge and intelligence and general police duties, should be made an essential part of the examination. A Police Officer has in the course of his duties to make immediate decisions and to act without reference to books or higher authority. A Police Officer who can do the right thing in an emergency is the man to be encouraged. A written test is useful in judging a policeman's educational standard, and it is of value in testing his ability to write a report, but I think a most important point in a test of proficiency is to judge whether a constable is quick-witted, quick in the up-take, likely to give a useful answer to a question put to him when on duty, and likely to take prompt action on his own initiative in an emergency. I would make the oral test compulsory and, unless a man satisfies an examiner in the oral test, he should not, in my opinion, be granted proficiency pay. I recommend that a constable should be required to qualify by reaching a certain standard in the written test and that, unless he does sufficiently well in the oral test, he should be rejected.

As regards the last conditions quoted under the head (g) above, I recommend that this rule be strictly applied. I have made enquiries and the Officer in Charge of Records informs me that he is not aware of any cases in which a constable or lance-corporal has been deprived of proficiency pay on the ground that he has

become inefficient, lazy, or inattentive to his duties. My experience of special pay and of special allowances for special qualifications is that, unless there is some annual revision of the list of holders of an allowance or of special pay, those concerned continue to draw it as a matter of routine, although they may have fallen below the standard of special qualifications for which the allowance of special pay was originally granted. Unless there is some form of annual stock-taking a constable who has been frequently in orderly room or has become inefficient or lazy may continue to draw proficiency pay. If a constable who has taken the trouble to keep keen and efficient and to maintain a good record finds that another constable who has not done so is drawing the same proficiency pay as himself his standard of keenness is liable to be affected. I would recommend that in January of each year superior officers should at each station on their inspections examine the record of every man drawing proficiency pay. Reference should be made to each man's record and service during the past twelve months, and enquiries should be made as to the manner in which he has performed, and is performing his duties. In paragraph 62 of this Report, I have already recommended that a copy of every man's record of service should be kept at the station where the man is serving. If a man's conduct has been unsatisfactory, or if he has become inefficient or lazy, he should lose his proficiency pay and he should be informed of the reasons for the order. If in six months' time he has pulled himself together, the question of his again being granted proficiency pay may be considered, and if he is then in every way efficient, he might be put on the list again without having to attend the examination laid down for new candidates. If after six months he is found to have made himself proficient, he will start drawing proficiency pay again from that date, but he will have lost proficiency pay for six months, and that should serve as a useful reminder that this special pay has got to be earned, and is not to be regarded as a necessary addition to a man's salary. I would recommend that a rule to this effect be added to the existing rules. The alteration of the rules will require the authority of the High Commissioner in Executive Council.

Apart from the question of the efficiency of the individual constable or lance-corporal, there is the question of the cost of this pensionable allowance to be considered. At the present time a sum of £330 per mensem or £3,960 per annum is being paid to 264 men as proficiency pay. Provided that efficiency is insisted on this money is well spent. Unless the condition (g) above quoted is strictly applied, it may mean that Government is not getting in every case value for its money.

The matter is important from another point of view. If the establishment of a proper training school and the grant of language allowances to men on enlistment, on the lines which will be referred to in a later part of this Report, is approved it is hoped that an intelligent and well-educated class of man may be attracted to the Force. There may then be a large number of candidates for proficiency pay, for a constable is eligible for proficiency pay within a year of his leaving the Police Training School. The time might come when there would be more candidates for this special pay than there are vacancies. There should be a definite limit, as is at present provided, to the number of men who may be permitted to draw proficiency pay. Provided the rules are strictly applied, the limit of the grant of proficiency pay to 30 per cent. of the total number of constables and lance-corporals is a reasonable proportion. If intelligent and keen young constables are told on enlistment that they are eligible for proficiency pay of £1.5 per month within one year of leaving the Training School, and they find when the time comes that there are no vacancies, and also possibly find on enquiry that proficiency pay is being drawn by men who are not really deserving of it, they will lose keenness and may possibly resign from the Force to take up other employment.

I would suggest that some small badge (such as a small silver coloured metal star to be worn on the right arm), to be worn in uniform in a conspicuous place, be devised for issue to the men who are drawing proficiency pay. If a man wearing this badge is found to be untidy, slovenly, slack on point duty, lazy when on patrol or appears as a defaulter in orderly room, the fact that he is drawing proficiency pay will be at once obvious to the officer who finds him in this condition, and the man can be warned that he will lose his proficiency pay unless he pulls himself together. If he takes no notice of the warning the grant of this pay should be withdrawn. Proficiency pay, in accordance with condition (g) above quoted, can be withdrawn at any time, and, if the work or conduct of a constable is unsatisfactory, there is no necessity for action to be deferred to the January inspection when the

case of every man, efficient or inefficient, will be reviewed. Action can be taken at any time during the year under the condition (g) to deal with an obvious case of inefficiency.

64. *Cost of "other charges" on the Police Estimates.*—In paragraph 58 of this Report, in which reference is made to the high cost of the Palestine police as compared with the cost of the police in Ceylon, it has been stated that the cost is partly attributable to the high rate of pay which a constable in Palestine draws and to the number of British police necessarily employed in Palestine at the present time. This accounts for the high cost of personal emoluments in the Palestine police. The cost of "other charges" in the Palestine police votes is also high. The total "other charges" in the Palestine Police Estimates for the year 1930 is £P.100,845. Deducting the item shown under the head "Special Expenditure," the other charges amount to £P.98,985. The total "other charges" of the Ceylon police for the year 1929-1930 (and including the cost of stationery and office furniture shown in the Estimates under another head) amounts to £57,160. This includes the cost of feeding prisoners detained in Police cells in 165 stations. In Palestine the cost of feeding prisoners is not shown in the Police Estimates but under the head "Prisons and Lock-ups." In Palestine with a large number of mounted police there are charges on account of saddlery, forage, compensation for loss of animals (total £P.26,000) which do not have to be met in Ceylon, where forage is limited to officers' horses and to a small number of horses kept for use by European sergeants. In Palestine a sum of £P.14,200 is spent on rations for British police, which is an item which has not to be met in Ceylon. Deducting the whole cost of rations and saddlery, forage, and compensation for loss of animals (£P.40,200) from the Palestine "other Charges" the cost of "other Charges" (less special expenditure and not including cost of the prisoners in police lock-ups) in Palestine is £P.58,785. The cost of "other Charges" in Ceylon including the cost of prisoners in police cells and including the cost of stationery and office furniture is £57,160. It will be noted that the cost of stationery and office furniture is not included in the sum quoted as the cost of other charges in the Palestine police. I understand that stationery is obtained as required from the Printing and Stationery Department and office furniture from the Public Works Department.

In Ceylon there are 165 fully equipped stations and 29 offices. In Palestine there are 31 stations, 57 posts and 25 offices. Excluding the cost of rations to the British police and the cost of saddlery and forage, etc., it costs more to equip and maintain a Force of 1,975 men in Palestine distributed over 88 stations and posts than it costs to equip and maintain a force of 3,165 men distributed over 165 stations in Ceylon. In my opinion the Palestine Government has been very generous to the Palestine police in the matter of "Other Charges." The Force is already very well equipped and I think the control of expenditure under this head in the future needs supervision. I think that with strict control and supervision it may be found that economies under the head "Other Charges" can be effected.

(a) *Transport and Travelling, Railway Fares and Freight.*—In the Palestine Police Estimates for the year 1930 £P.19,300 is voted on this account. In Ceylon the vote for the Police for the year 1929-1930 is £17,190. Considering that the Force in Ceylon is larger, more widely distributed and that a larger area has to be covered, that there are more Courts to be attended, more crimes to be investigated and that more transfers from one station to another are necessary as a result of a larger strength and more stations to be staffed, one would expect the cost of travelling by police in Ceylon to be higher than that in Palestine. In a later paragraph of this Report the question of the payment of commuted allowances to officers and the absence of any adequate check on the amount of travelling done in return for the allowance paid will be dealt with. I think that if there is real supervision over the travelling claims generally it may be found that in some cases Government is not getting value for the money spent. As an example may I quote the travelling claim of Mr. J. Broadhurst, Superintendent of the Criminal Investigation Branch, for the month of February, 1930. I noticed that in his travelling claim was a journey by car to Jericho and back (74 miles) on the 16th February (a Sunday) and a journey by car on the 27th-28th February to Jaffa and back (128 miles). I inquired as to the objects of these journeys. I found that in the case of the journey to Jericho on the Sunday, Mr. Broadhurst had not been asked by the Superintendent of the

District to visit Jericho and the Superintendent knew nothing at all about Mr. Broadhurst's visit to Jericho. Mr. Broadhurst made no Report to the Superintendent on his return from Jericho. In the case of the journey to Jaffa the Superintendent in charge of the District stated that he made no request for Mr. Broadhurst to visit Jaffa and Mr. Broadhurst did not go to Jaffa in connection with any particular case or investigation. Mr. Broadhurst did not visit any Police station on the way to or from Jaffa and I see no reason why this journey, if it was necessary to make it at all from a point of view of the needs of Government, should not have been made by rail. In the Chief Secretary's Circular, Adm.86/591 of the 29th of May, 1925, it is laid down that transport by motor-car will not ordinarily be admitted for a journey or part thereof which can be undertaken by railway. The sum of £1 18s. 0d. was paid in motor-car mileage to Mr. Broadhurst on account of the journey to Jaffa by road. The First Class return fare by train would have been 795 mils or 16 shillings. This item in itself does not appear to be a large one but if unnecessary expenditure in this manner is permitted in the case of one Police officer on one day in the year it is not unreasonable to suppose that if there is strict supervision over the travelling done by 1,975 Police officers on 365 days of the year a considerable saving to Government funds may result.

(b) *Uniform.*—The cost of uniform in the Palestine police is high and this is partly attributable to the fact that different uniform for wear in winter and summer has to be issued. The uniform issued to the Palestinian mounted constable costs 13 shillings a month, to a foot constable 11 shillings a month, to a constable of the British section £1 6s. 8d. a month. In a later paragraph of this Report it will be recommended that every Police station and post should be thoroughly inspected by an officer at least once a month and that, in addition, each station and post should be visited by an officer two or three times in the course of each month. If this is done there is no reason why a kit inspection should not be held at each station once a month. If this is done it might be more economical to give each man a kit allowance so as to encourage him to preserve his uniform. If a man has looked after his uniform well and does not need a fresh issue on the date it is due, he might be given the value of the article saved less 25 per cent. which will be credited to Government. If such a scheme will not apply satisfactorily to all items of uniform it might be tried in the case of some articles. The Quartermaster (Mr. Henderson) put up a Kit Allowance Scheme on the 15th January, 1925. Mr. Henderson worked out that if he was allowed an additional Grade II clerk he could, after paying for the additional clerk, probably effect a saving of £P.8,700 per annum to Government on the Police and Prisons Votes. Nothing can be done in this direction till a regular monthly kit inspection has been made part of the monthly inspection of each station which I am recommending. When this monthly kit inspection has become an established custom the question of a kit allowance in accordance with Mr. Henderson's scheme might be considered.

In any case the question of cutting down the issue of uniform under certain Heads might be now considered, e.g. :—

British police : two flannel shirts vice three on first joining, puttees one pair a year vice two pairs.

Palestinian police : a pair of boots once in nine months vice two pairs a year. Tunic for use in winter months; if a good cloth is used this tunic might last two winters vice one as at present allowed for.

British and Palestinian police : Leather truncheon case. I see no need for this. The truncheon, as in other forces, can be carried in a pocket made for the purpose in the trousers. The advantage of this system is that the truncheon cannot be seen, cannot be lost and cannot be taken away from the constable in a scuffle. A truncheon carried in a truncheon case on the belt is very conspicuous. The leather case costs money and, in my opinion, it is not only an unnecessary article of equipment but offends the eye. I recommend that this article of equipment be abolished.

(c) *Stores.*—The Headquarters Store is a large one and a big stock is kept. The Quartermaster (Mr. Henderson) is a very efficient officer and has the cost of every article and the contents in stock at his finger ends. I have never yet, though, met a quartermaster or storekeeper who did not like to see his store full to bursting nor have I ever yet seen a quartermaster's or storekeeper's indent for stores that had to be added to. A big store and a large stock is a great responsibility and as the responsibility is ultimately the Commandant's I personally

would be adverse to keeping in store more than is actually necessary. I have seen a file relating to trouble experienced and charges brought against Mr. Henderson's predecessor (Lieutenant Holdridge) as a result of unsatisfactory purchases of stores which were made locally in Palestine and in Egypt. The importance of all stores being obtained through the Crown Agents in London is appreciated, but I think that the quantities of articles indented for and stocked might be watched.

65. *Checks on "Other Charges" expenditure to be devised.*—I have mentioned various heads under which expenditure might be watched as, with the cost of the Force as high as it is and every possibility of the cost being high for many years I think it is important that it should be realised by the Commandant that while Government does not grudge money which is necessary to maintain a Force created to collect and communicate intelligence, by a good system of patrolling to prevent crime, and when crime has been committed to investigate it and prosecute offenders and also, so far as possible, to prevent disturbances, the Government does look to the Commandant to see that good value is obtained and given for the money spent. I consider that it is the duty of the Head of a Police Force to devise checks which will prevent waste of Government funds. I have noted just a few ways in which by strict supervision waste might be prevented, for example under the Heads "Good Conduct Allowance," "Proficiency Pay," "Travelling," etc. There may be other sources of expenditure which need check to prevent waste. I submit that it is the duty of the Commandant to devise and maintain such checks on the lines of the check on Good Conduct Pay and Proficiency Pay which is required.

PART VII.

Supply.

66. The Force is very fortunate in its supplies. There are many Forces that would be glad to have all that the Palestinian police have been supplied with. There is no lack of good quality or quantity. The kit and equipment issued to each man is excellent and complete. The clothing is of good material, smart in appearance and suitable. All ranks of the Force are very well turned out and by their appearance in uniform do credit to the Force. The Palestinian mounted men purchase their own horses. An advance up to a limit of £P.40 can be obtained from the Government for the purchase of a horse provided the horse is passed fit by the Government Veterinary Officer. The mounted men are as a general rule distributed throughout the country in small groups and as the care and the feeding of the horses is so placed in the hands of the individual constable the system by which each man owns his own horse is well suited to the local conditions. The average height of the horse is about 14 to 14.2 hands. They are a really good serviceable type of horse well suited to a hilly country. They are handy and well cared for. It has been a real pleasure to see horses of such a good stamp at every station.

In the Beersheba District 25 men (Bedus) are mounted on camels which are their own property. This is a sound proposition as in this District the men have often to go out for three or four days on an inquiry or patrol in a district in which water cannot always be found. A man mounted on a horse would have to return to his station or to some place where he could get water for his horse within 24 hours. The use of camels permits men to go out into the district to places where water may or may not be found for several days.

The motor transport available for the British section is excellent and well maintained.

The Force is well supplied with cameras and photographic material and the three "photostat" apparatus issued for use at Jerusalem, Jaffa, and Haifa are invaluable in providing with no loss of time, copies of documents and papers relating to communists, etc.

The means of communication provided by telephone and wireless, as has been described in paragraph 46 of this Report, is excellent. The portable wireless set

has been set up in a lorry by the Police Armourer and the wireless staff in such a way that it is possible for messages to be sent and received while the lorry is on the move. The work was done in the Police Armourer's shop and does credit to all concerned.

The arms are well kept and there is actually in stock 2,147 Smle rifles, a reserve of 1,571 Era 1914 rifles, 564 revolvers and automatic pistols, 33 shot guns used for destruction of vermin and issued to ghaffirs in the Jerusalem District, 20 Lewis guns and 26 .22 rifles which are used for instructional purposes. Fifty-four of the Smle rifles are kept for drill purposes in the Training School and 43 Verrey light pistols are kept for use in stations in case of need. There is in stock 549,252 rounds of .303 ammunition and 92,955 rounds of revolver and pistol ammunition. There are 14,255 rounds of blank ammunition, 280 Verrey light pistol cartridges and 970 shot gun cartridges. Of the 26 .22 rifles there are four with the British section, three in the Northern District, four with the Police Training School and 15 in store at Headquarters. I would suggest that some of the rifles kept in store at Headquarters be distributed for use at stations where there is a large number of men. .22 rifles might be useful at such stations for instructing bad shots, for practice before carrying out a musketry course and for the further instruction of recruits reporting for duty from the Training School. Rifles might possibly be issued to stations such as Jaffa, Gaza, Beersheba, Nablus, Safad, Nazareth, etc.

The Commandant deserves credit for what he has done in getting and providing supplies. The "Supply" side of the administration is good.

PART VIII.

Composition of the Force.

67. *Nationalities of Police Officers Now Serving.*—In dealing with the question of the composition of the Force, as regards the nationalities of all ranks serving in it, it will be well to take into consideration the nationalities of the men employed in the Municipal police as well as of the men in the regular Force. The Municipal police do duty in the urban centres and, as has been stated in paragraph 3 of this Report, there are two inspectors and 364 other ranks of Municipal police doing duty in municipal towns, nominally paid for by the municipalities. The municipalities have in some cases received from the Government grants-in-aid towards their general expenditure, which includes the cost of police. It has already been recommended by a Committee which reported in 1927 that the Municipal police should be incorporated in the main Force. If this recommendation is approved the existing Municipal police forces will be merged into the main Palestinian Police Force. The men of the Municipal police are actually doing duty in the streets in urban centres at the present time, so that, to get a correct idea of the nationalities of the Police who are actually serving the public, the total strength of the Palestine police, as well as that of the Municipal police, should be taken into account.

The strength of the Palestine police is 1,975. The strength of the Municipal police is 366. The total strength of both bodies is 2,341. The Force is actually short of strength at the present time by 63 Palestinian constables and recruits. This is due to the fact that the buildings which were being used for the Police Training School are temporarily occupied by the military for lack of barrack accommodation. The actual strength of the Palestine and Municipal police on 3rd April was 2,273 of all ranks. Of this total 622 are British (this includes officers and other ranks working with the Palestinian police and in the British section). Of the remaining 1,656 the number of Arab Moslems is 1,110, Arab Christians 251, Jews 290, others five (this number includes three Druses).

Examining the proportion of the different nationalities in the regular and Municipal police to population, it will be found that the proportion of:—

Arab-Moslem Police to Arab-Moslem population is one to 500.

Arab-Christian Police to Arab-Christian population is one to 330.

Jewish Police to Jewish population is one to 523.

Other nationalities Police to other nationalities population is one to 1,770.

Of the Jews in the Police 29 are in the Police Band, which is almost entirely composed of Jews, and 16 are employed on clerical duties. The men employed on clerical duties have in most cases been specially enlisted for these duties. This is not a sound proposition and will be referred to later in this Report under the head "Extraneous Duties." The men in the band would turn out and assist the other members of the Force in times of disturbance and actually do so. In the riots of August, 1929, the Jewish band sergeant was killed in the performance of duty. Members of the band and the constables employed in offices as clerks are not however seen daily on duty in the streets. The number of Jews actually doing Police duties in the streets and in investigation of crime is therefore 290 less 45, i.e., 245 men. The proportion of Jews in the Force and in the Municipal police, excluding Jews employed in the band and as clerks, to the Jewish population is one to 610.

68. *Racial Disturbances.*—The Commission which enquired into the disturbances at Jaffa in 1921 stated in their Report (Cmd. 1540, page 49):—

"The attitude of the other ranks of the Jaffa police throughout the riot was on the whole unsatisfactory. We cannot avoid the conclusion that racial considerations influenced their conduct, and that in the early stages of the trouble they became infected with partisanship, which rendered them not only ineffective as an instrument for the preservation of security, but resulted in some becoming active participants in violence and crime of a serious order. We have been unable to accept all the evidence tendered as to the conduct of the police, but convictions have been recorded against members of the Force on charges of homicide, theft, attempted rape and unlawful wounding, these offences being committed in the course of the disturbances. On the other hand it would have been surprising if this half-trained body of men had been able, in the interest of public duty, to stand out against the flood of racial passion which had been let loose."

In the disturbances which occurred in August, 1929, I think it is not unfair to say that it was found that the Palestinian members of the Force cannot yet be relied on in situations in which they are called upon to act against persons of their own race and religion.

The position with regard to the Palestinian section of the Force, as I make it to-day, is that, in any disturbance or trouble other than an attack by Arabs on Jews, their action would rather depend on the officer who was leading them at the time. Mr. Abramson, the Commissioner of Lands, who served in Palestine during the War, has been in the service of the Government of Palestine since the War, and is one of the most experienced officers in the country, informs me that after the occupation of Palestine by the British troops there was for some years a lot of trouble with armed Arab highwaymen. It was found that Arab police officers by themselves were not anxious to shoot for fear of a blood feud. They were better if they had a good Palestinian officer with them, and were always good with a British officer. In April, 1928, Mr. Muhammed Khatib, the Moslem Arab Assistant Superintendent of Police at Gaza, had to deal with a mob of 2,000 Arabs who were threatening to attack the Police station at Gaza, with the object of releasing some Arab prisoners who had been arrested by the Police. Mr. Khatib had with him ten other ranks Palestinian police (nine Arabs and one Jew). He opened fire on the mob with his party of ten men and put a stop to the trouble. Mr. Khatib joined the Force as an Inspector in 1918 and was for two years (from 1st April, 1926, to 29th March, 1928) an instructor at the Police Training School. He had only just left the Training School and taken over charge of the Gaza station when this incident occurred. Mr. Khatib acted on his own initiative on this occasion, and it was entirely due to him that the trouble was stopped.

When, however, the religious cry is raised and an attack is made by the Arabs on the Jews, it is another proposition altogether to expect, at the present time, that the Palestinian police will do their duty without regard to the nationality of the offenders. Less than one-third of the Force has been through the Police Training School, the men are not housed and live in the quarter of the town that is inhabited by people of their own race and religion. When a constable has finished his tour of duty he is entirely out of touch with his officers and his comrades until he reports for duty again. In the meantime the Arab constable hears the people living around him abusing the Jews, and the Jewish constable hears what his neighbours think of the Arabs. There are, generally speaking, no recreation grounds or means of recreation for the Palestinian police. As a general rule they see nothing of their British officers after they have completed

their tour of duty, and in my opinion the British officers do not see enough of them when they are on duty. It is under these conditions that the Palestinian constable, in a Force that is only ten years' old, and has very little in the way of tradition behind it, is expected to arrest his landlord, start a blood feud by possibly having to shoot a neighbour, and, if he has done his duty by the public and against his co-religionists, he will be expected to go on duty leaving his family unprotected. In a country where the feeling between Arabs and Jews is most acute, and in which a riot or disturbance almost always takes the form of an attack by the Arabs on the Jews on the raising of a religious cry, to expect the Palestinian police, working under the conditions above described, to do their duty by the public without regard to the nationality of the offenders is, in my opinion, asking the impossible of them. The question which has then got to be answered is of what nationality should the Force be composed in order that the country may have a Police Force the members of which can be relied upon to do their duty by all classes in all circumstances?

69. *Of what nationalities is the Police Force in Palestine to be composed?*—It has been suggested that, as the main trouble in Palestine is the racial ill-feeling which results in attacks by Arabs on the Jews, the best course would be to have a Police Force composed entirely of men of other nationalities. It has been suggested that Circassians and Druses might be brought over from Syria for this purpose. Circassians and Druses might or might not be able to maintain order and act impartially in the event of an attack being made by the Arabs on the Jews, but even if they did succeed in doing so they would be maintaining order by the presence of bayonets. In other words they would be present in the country more as soldiery than as police. I submit that this would be a short-sighted policy. In twenty years' time the country would still be no nearer to having an efficient Police Force than they are to-day. In fact the country would probably be worse off, for, as a result of pressure from public opinion, the Circassians would probably in the course of time have to go, and there would be nothing to put in their place, for the Palestinians themselves would not in the meantime have been trained. What the country wants to-day is a Police Force. There are now troops in the country, and it is submitted that there must necessarily be troops in the country for many years. In view of the fact that the main need for troops in the country is the possibility of disturbances breaking out between Arab and Jew, and of incursions of armed bands of Arabs from Trans-Jordan, the best troops for the country are undoubtedly British troops in that they are an entirely neutral body and are respected as such by all the population. The very fact that the troops in the country are British must have a real deterrent effect, and British troops are more calculated to prevent disturbances arising than troops of any other nationality. It is impossible to employ British troops in the Jordan Valley on account of the malaria and conditions in the summer in the Jordan Valley. It is here that the Trans-Jordan Frontier Force is extremely useful. The main body of troops in Palestine should, I submit, always be British.

If it is agreed that it is a Police Force which is now required in Palestine, the Force must largely be composed of the people of the country. The main object of a Police Force is to collect and communicate intelligence, to prevent crime and a breach of the peace so far as is possible by getting information in good time and taking steps to prevent trouble arising, to detect crime when it occurs, and prosecute the offenders in a Court of Law. This is a duty which can only be done by Police. It cannot be done by troops or by a body of men known as "Police," who rely entirely on their rifles to keep order. If there are different nationalities amongst the general population of the country, then there must be representatives of each of these nationalities in the Police Force. Unless the Police Force is largely composed of men corresponding in nationality with the different nationalities occupying the country, it will be almost impossible to get information of what is going on or is likely to happen, to identify offenders, to get witnesses to come forward when a crime has been committed, to trace stolen property, to trace absconders and generally to bring offenders to justice. Work of this kind can only be done with the co-operation of the public. Where the Police and the public are on the best terms there will the public most readily co-operate with the Police in the detection and prosecution of crime. Where the co-operation between the Police and the public is closest there will be found the best Police Force and there the best "Police" work will be done. Supposing, for example, that a body of most highly

trained and intelligent German Police were brought to London, and the British public were told that this had been done because these men represented the highest known state of Police efficiency, such a body of men might by training possibly be more efficient than the London Police, but in practice they would not prove to be so for the reason that they would not secure the co-operation of the public. The public would regard them much as they would regard a foreign army introduced to maintain order. The public would have nothing to do with them and the Force would fail for want of public support.

When I was in the Beersheba District I met the Sheikhs of some of the Beduin tribes. When I asked them if they had any suggestions to put forward with regard to the Police Force they said they would like to see more Bedus in the Police. The difficulty about giving effect to this wish, at the present time, is that very few of the Bedu are educated and the world is moving too fast, and too much is required of a Police Officer to-day to carry on with an illiterate Force. A policeman to-day must be able to read and write. As a matter of fact there are about 50 or 60 Bedus in the Police at the present time. The 25 men mounted on camels in the Beersheba District are all Bedus. I informed the Sheikhs of the difficulties of enlisting men who could not read or write any language, and I advised them to do all they could to try and get their children educated. It is of course understood that this is not so simple a matter with tribes who are constantly on the move as with an ordinary urban population. At the same time I informed the Beduins that I entirely sympathised with them in their wish to see more men of their own class in the Police, and that their desire was a very laudable one. Now these Bedus are men of a race accustomed for generations to making raids and accustomed to the use of arms. To loot property is part of their nature and to shoot on the slightest provocation is a habit. Now, supposing that a body of Circassians and Druses were enlisted and appointed to do duty in the Beersheba District, the Bedus would probably regard it as an honourable sport to ambush a patrol or attack a Police post. The Bedus would regard Circassians and Druses as their enemies as long as they were in the District. Substitute for these Circassians a body of Police composed of people of the country, some of whom are Bedus, if the Police were attacked or fired upon and a Bedu constable was killed, a blood feud would be started, which would be regarded in a very different light to the honourable sport of attacking a body of Circassians.

Another point to be considered is that the people of the country may with reason look to the Police Force as a means of employment for the youths of the country who are physically fit, have a good character, and have had a fair education. It is submitted that a body of Circassians would not only be ineffective in getting information, but they would probably be extremely unpopular in that, apart from all other causes, it would be felt that every Circassian in the Police Force was keeping a Palestinian out of employment.

What Palestine wants more than anything else to-day is a really efficient Police Force. The country has had a British Gendarmerie and a Palestine Gendarmerie. At different times the country has had troops, but it has never yet had an efficient Police Force, trained to collect and communicate intelligence, to prevent crime, to detect crime when committed, and to bring the offender to justice. I submit that such a Police Force can only be secured on one condition, namely that it be composed to a great extent of men of nationalities corresponding with the nationalities of the people amongst whom they have got to work.

70. *A Third Nationality in the Force.*—The question then put is, while in principle a Police Force should be composed of the people of the country, how in practice is order to be maintained as long as the Police Force in Palestine is composed of a body of men who cannot be relied upon to do their duty when a racial riot starts? It has been suggested that, even if the whole Force is not composed of Circassians and Druses, one half or one third of the Force might be Circassians and Druses, so as to provide a third nationality in the Force. I do not recommend this course for the reason that the Circassians would be useless in getting information and they would not be popular with any class of the public, in that it would be felt that the Circassians were keeping Palestinians out of employment.

In all the circumstances I think the wisest course, and what I think in the long run would prove to be the best course, is to take advantage of the fact, that, after the three attacks made by the Arabs on the Jews in 1920, 1921, and 1929, there must now definitely be British troops in the country for at least twenty years.

For the same reason there must be some British police in the country for at least twenty years. The British police are popular with the public, and it is realized by both sides that here is a body of men who have no axe to grind, and can be thoroughly relied upon in any circumstances. Although it was only in 1926 that the British section of the Palestine police was formed on five officers and 212 men of the British Gendarmerie (when the Gendarmerie was disbanded) being transferred to the Police, the British section has in this short time made tradition by the splendid way in which a small body of 122 British police (the number of British police was reduced in 1928) did their duty in the most difficult circumstances in August, 1929. As long as they are in the country the British police can supply the third nationality which is needed in the Police Force. No Circassians or men of any other nationality in large numbers will be needed.

While these Forces of British troops and British Police are in the country every advantage should be taken of their presence and support to set to work to create a Police Force composed of the people of the country, so that if, with the next generation of Arabs and Jews, feelings are less acute and the number of troops and British police can be reduced (personally I do not think that, so long as Great Britain is the Mandatory Power and responsible for preventing disturbances as well as for quelling them, the country ought ever to be left without any troops at all or without any British police), the country should by that time have a Palestinian Police Force which has been really well trained and supervised, and can be relied on, with a reasonable amount of support to assist them in disturbances of a more serious nature, to do their duty in preventing a breach of the peace and in quelling a riot, and can also be relied on to detect and bring offenders to justice.

Taking the long view, this would mean that, amongst other things which would have been done for the country by the Mandatory Power, could be included the creation of a really efficient Police Force composed almost entirely of Palestinians. This course, I venture to suggest, would be directly in keeping with the principles of Article XXII of the Covenant of the League of Nations, which governs the Mandate and provides for the people of the country receiving administrative advice and assistance by a Mandatory until such time as they are able to stand alone.

71. *Material available in Palestine.*—I do not take at all a pessimistic view as to the possibility of creating an efficient Police Force out of the material available in Palestine. I think that in the Force itself at the present time there is very good material, and I am quite sure that there is good material in the country. A policeman, however, requires very careful training and should, in my opinion, receive more supervision than any other class of Government servant. If the Palestinian can be thoroughly trained, supervised, housed, and well led, I feel sure that he will make a good policeman. I have been very favourably impressed with the good material which the country offers both amongst Arabs and Jews. The Arabs are well set up, strong and active and are smart in appearance. They take naturally to serving in any body or band of men, and anything in the way of a spirit of adventure appeals to them. In a country where mounted policemen are essential their knowledge of horses and horsemanship is useful. For generations they have been accustomed to the handling of a rifle. They like drill. They like wearing uniform. They like being inspected. They are quite quick in the up-take. An Arab is a type of man who, in my opinion, would respond very readily to training but would need close supervision when working alone in the actual performance of police duties such as inquiries and investigations. On the 19th March I inspected detachments of the British and Palestinian police on the range. P.C. 599, Said Abdul Rakmen, an Arab Moslem, who was one of the party, had only just joined the Training School when the disturbances broke out in August, 1929, and as the Training School had to be closed down to let the troops occupy the building he had to leave the Training School without ever having fired a musketry course. He had only been seven months in the Force when I saw him on the range. Though it was the first time he had ever fired a musketry course he got an 8" group at 100 yards, a "possible" in application at 100 yards, and when I practised a squad at firing a volley on the word of command at moving targets (neither he nor any member of the Force had done or seen this done before) he scored a "possible." This indicates the good material amongst Arabs which the Force has to work upon. May I say in passing that the range discipline of the British police and their

machine gun drill was excellent. The Jew is intelligent above the average. As a general rule it would be harder to find men of good physique amongst the Jews than amongst the Arabs. The Jew probably does not take so readily to serving with a body of men as the Arab, he has not the natural knowledge of a horse and rifle that the Arab has, but with training he makes quite a good policeman, as will be seen from the account below of Corporal Cohen at Beersheba. I consider that the material at hand in Palestine is good and much better than the material available in many districts in India, in Ceylon, and I imagine better than that available as a general rule in Africa.

I am also of opinion that not only can the Arab and Jew individually be trained to be good policemen but they can also be encouraged to get on well with each other and with people of different nationalities who they may have to serve. As instances, may I quote the following cases which came to my notice? When I was in the Beersheba District I asked the Superintendent in charge (Mr. Miller), who was the best man he had. He pointed to a Jew Corporal named Cohen. Corporal Cohen was actually on parade at the time and I tested him in his command of men. He showed that he had good control of men, he showed confidence and he had a good word of command. Mr. Miller informed me that though he was a Jew working amongst Beduins, Corporal Cohen got on particularly well with the Sheikhs in the Beersheba District and that he had a knack of getting good information from them. He has a good knowledge of Arabic and Mr. Miller makes a point of sending Corporal Cohen out on inquiries amongst the Beduins. Mr. Miller also stated that he had good control of Arab constables.

At Jaida, in the Northern District, I met Corporal Salim Fares, an Arab Moslem who is a native of Jenin, a particularly fanatical Moslem centre. Jaida is a Police post in a Jewish colony. I asked the Moslem Corporal how he was getting on and he said that he was getting on quite well with the colonists. I asked him what languages he could speak and he replied Arabic, Hebrew and Yiddish. I asked him where he had learnt Hebrew and Yiddish, and he replied that he had done so after he came to Jaida, in order to be able to speak to the colonists. I asked the Jewish colonists how they were getting on with the Police and they replied that their relations were cordial.

The Superintendent of the Southern District informed me that he had a Police constable named Gordon, a young Jewish constable in Jaffa, who was in his opinion, the best horse-master in the Police. One would not have imagined that this would have been the case, but it just indicates that the Jew can be trained to be efficient in a line quite outside anything which he had ever been engaged in before he joined the Force.

72. *Proportion of the different nationalities in the Force.*—I think it would be a mistake to lay down a definite proportion of Arabs and Jews in the Force. As stated in paragraphs 4 to 6 of this Report, the chief need of the country to-day is a good understanding between the different races. The more individuals are regarded from their racial and religious standpoint the less chance there is of questions being considered and dealt with from the point of view of Palestine and the good of Palestinians as a whole. In a Police Force it is particularly important that all ranks should be encouraged to think of the good name of the Force and of the common good in every action that they take or should take. I think that with a good Training School, by housing the Force, and with the supervision of British officers in work and their company in recreation and games, a tradition of this kind can be built up in the Force. There will, however, be less chance of this desirable state being brought about if every man is labelled Jew or Arab as he enters the Force and the man is being continually counted as a Jew or as an Arab rather than as a Palestinian constable. If the proportion of Jews and Arabs in the Police Force is definitely laid down it will mean that there will be a continual counting of heads, not as Palestinian constables but as Arabs and Jews and the effect would be to perpetuate rather than to put a stop to racial feeling. For this reason I think that the proportion of different nationalities in the Force is a matter which should be left to the Commandant to keep an eye on. The Commandant can get in his office at any time a return of the number of Arabs and Jews in the Force. There is no necessity to write round to stations or advertise the fact that the Commandant is taking stock of the number. On his inspections of stations the Commandant can satisfy himself that in districts and towns where there is a Jewish population or Jewish colonies there should be a sufficient number

of Jews in the Force in that area on the principle that the Force should be representative of the people they are required to work amongst.

At the present time I do not think that there are enough Jews in the Force to ensure that in places where there is a large Jewish population the Force is representative of the people. In the Jerusalem urban area for example it is estimated that there are 40,971 Jews, 14,699 Christians, 13,413 Moslems, and 495 persons of other nationalities. The Jews number a little under two-thirds of the total population. Including the Municipal with the Palestinian police there are in the Jerusalem urban area 70 Jewish police, 22 Arab-Christians, and 181 Arab-Moslems. The proportion of Jewish police to Jewish population is 1 to 585, of Moslem police to Moslem population 1 to 74. Of the Jewish police 29 are in the Band and six are employed as clerks. This means that there are only 35 Jewish police available for duty in the streets and for inquiry into crime in an area in which there are 40,971 Jews, while there are in the same area 181 Arab-Moslem police with a Moslem population of 13,413. It is clear, I think, that there should be more Jews in the Jerusalem urban area.

In the Jaffa and Tel Aviv urban areas it is estimated that there are 45,087 Jews, 6,808 Christians, 20,621 Moslems, and eight persons of other nationalities. Including the Municipal with the Palestinian police the number of Jewish police is 107, Arab-Christians 16, and Arab-Moslems 84. The proportion of Jewish police to Jewish population is 1 to 421, of Arab-Moslem police to Arab-Moslem population 1 to 245. The proportion of Jewish police to Jewish population is higher in the Jaffa and Tel Aviv areas than in Jerusalem as a result of the fact that the whole of the Tel Aviv Municipal police is Jewish.

In the Haifa urban area it is estimated that there are 15,000 Jews, 8,863 Christians, 9,377 Moslems, and 164 persons of other nationalities. Including the Municipal police with the Palestinian police there are 29 Jews, 35 Arab-Christians, and 129 Arab-Moslems. The proportion of Jewish police to the Jewish population is 1 to 517, of Moslem police to the Moslem population 1 to 72. Of the Jewish police 5 are employed as clerks. This means that there are only 24 Jewish police available for duty in the streets and for inquiry into crime in an area in which there are 15,000 Jews, while there are in the same area 129 Arab-Moslem police with a Moslem population of 9,377. I think there should be more Jewish police in the Haifa urban area.

In Ceylon there are a number of different nationalities amongst the population and with such a number the position is easier than if there were only two different nationalities really to be considered, as in Palestine. We purposely do not in Ceylon lay down a definite proportion of nationalities in the police but we keep an eye on the ratio and make a point of seeing that there is a fair representation in the Police Force of every nationality of the population. Exclusive of officers there are in the Ceylon police 1,826 Sinhalese, 401 Tamils, 426 Malays, 89 Burghers, 32 Europeans, and 346 men of other nationalities. These other nationalities include men of races such as Pathans from the North of India, Moors, etc. Pathans come down from India to Ceylon for work and for this reason we try to get some Pathans in the Police. The proportion of the Sinhalese police to the Sinhalese population is 1 to 1,691, Tamil police to Tamil population 1 to 2,754, Malay police to Malay population 1 to 31, Burgher police to Burgher population 1 to 332, European police to European population 1 to 319, police of other nationalities to population of other nationalities 1 to 936. The reason for the large proportion of Malays in the Force to Malay population is that when the Ceylon Rifle Regiment which consisted of Malays was disbanded on a Police Force being established, the Malays in the Rifle Regiment joined the Police. The Malays living in Ceylon to-day and the Malays serving in the Police are all descendants of the Malays who served in the Ceylon Rifle Regiment. There are practically no other Malays in Ceylon. Of the total 3,120 Police (other than officers), 1,826 are Sinhalese and 1,294 men of other nationalities.

I was struck with the nice balance of nationalities maintained in the Trans-Jordan Frontier Force. It is easier for the Frontier Force to employ men of other nationalities than would be the case in the Police Force as men of the Frontier Force are enlisted and trained as soldiers and they do not have to get information from the public. Of the 638 non-commissioned officers and men

in the Frontier Force 317 are Arab-Moslems and 321 men of other religions and races made up as follows:—

108 Arab-Christians,
136 Circassians,
37 Sudanese,
30 Jews, and
10 Druses.

The total strength of the Palestine police and Municipal police at the present time is 2,341. Application has been made for the strength of the British police to be increased by 79. If this addition to the Force is sanctioned the total strength of the Police will be 2,420. Of this total 701 will be British. Supposing that it will be possible to find suitable Jewish recruits who are up to standard it may be possible in course of time to build up the strength of Jews in the Police from 290, the present strength, to 450. Then supposing that it may be possible to find in Palestine say 50 men of other nationalities, such as Greeks, Druses, etc., who are actually living in Palestine, the Palestine and Municipal police would be composed of men of the following nationalities:—

British	...	...	701
Jews	...	...	450 (at present 290)
Other nationalities	...	...	50 (at present 5).
			1,201
Total	...	...	1,201
Arab-Moslems and Arab-Christians	...	...	1,219 (at present 1,361).
			2,420
Total of all nationalities			2,420

In the years to come if the Palestinians make good and it is possible to reduce the number of British police the number of Jews in the Force might be increased.

I would not recommend that these figures, if approved, be ever referred to publicly or in the Police Force. It would not be desirable to give the impression that the British were being allied to the Jews to defeat the Arabs. The British police should be regarded by both Jew and Arab as a perfectly neutral body interested only in maintaining order and allied to neither side. I mention these figures merely to indicate that it might be possible for a fair balance of different nationalities to be obtained in the Police. I consider that the raising of the number of Jews in the Police is essential to provide more Jewish police for duty in the towns of Jerusalem and Haifa while there should be a fair proportion of Jewish police in Districts where there are Jewish colonies. In the three instances of disturbances which have taken place since the occupation (1920, 1921 and 1929) in every case the Jews were attacked by the Arabs. If the majority of the population attack the minority, there should be in the Police Force representatives of the race in the minority available in sufficient numbers for duty in the streets so as to identify offenders and to assist in the investigation of crime. I think that more Jewish Investigating Officers are required. The number of the Jewish police suggested, namely 450, need not necessarily be adhered to. If more Jews come forward to join the Force and the Jewish applicant is a better man than the Arab applicant or vice versa the best man should be selected.

I have mentioned Greeks amongst the nationalities who might be employed in the Police because I think that men of this nationality, provided that they have been in Palestine for some time and know the languages spoken locally, might be particularly useful in the Criminal Investigation Department. My experience of C.I.D. work is that it is extremely useful to have as detectives men of as many different classes as possible. In the C.I.D. I should like to see represented British, Arab-Moslems, Arab-Christians, Jews, Greeks, and any other nationality available. The C.I.D. might have a case or matter in hand in which it was not desirable to employ an Arab or Jew and a Britisher might be too quickly noticed. In such a case a Greek police officer who had been born in Palestine or had been for some years in the country might be extremely useful. The shorthand-typist (Mr. A. Antippa) who is by kind permission of the Chief Secretary taking down this Report at the present time is a Greek who served in the British Army and has been ten years in the Palestine Government Service. He is an exceptionally keen, hard-working and intelligent officer. If there are Greeks of this type in the country they should be

most useful in the Police Force. I understand that in the ordinary course appointments under the Palestine Government should be given to British or Palestinian nationals but I am informed by the Chief Secretary that nothing, however, prevents the employment of foreigners and in point of fact some foreigners have been appointed to public offices in Palestine. I understand that as a general rule foreigners have not been confirmed in pensionable offices but there are several exceptions. As stated in paragraphs 69 and 70 of this Report I do not recommend that persons not living in Palestine, other than British, should be brought into the Force but if there are already in Palestine men of other nationalities who have been in Palestine for some time and know the languages spoken locally it might be useful to employ a small number in the Force. The number of men of other nationalities suggested for the Police is in all 50 and the question of taking a few such men might be considered. Mr. Abramson, Commissioner of Lands, informed me that he was appointed Intelligence Officer at Jerusalem after the occupation by Lord Allenby's Armies and he was responsible for espionage and counter-espionage. He found that he got much more information from persons who were not Arab-Moslems and he is of opinion that men of other nationalities such as Greeks, etc., might be usefully employed in the Police.

There is no necessity to advertise the fact that Jews or Greeks are needed. There can never be a question of taking on a man merely because he is a Jew whether he is up to the standard or not. No person of any nationality should be enlisted in the Police Force unless he is up to the standard in physique and educational qualifications. It is a suitable candidate that is wanted and it should never be a case of enlisting a man because he happens to be of a certain nationality or religion. When the Commandant finds that he wants Jews or Greeks I suggest that he should send out a really good Jewish officer as recruiting officer to look out for Jews of the type needed. The C.I.D. could look out for Greeks and men of other nationalities who might be useful in the C.I.D. Such men would have to go through a Police Training School and do duty in uniform in order to prove their fitness for employment in due course, if found suitable, in the C.I.D.

73. *No separate Jewish Section in the Police.*—It has been urged by many of the Jewish representatives who were deputed to place their views with regard to the Police before me that in the Police Force:—

- "(1) There should be separate Jewish formations in which the Jewish language shall be employed and which Jewish officers shall command.
- "(2) That Jewish policemen only should be employed as far as possible in Jewish settlements and in the neighbourhood of cities having a mixed Jewish-Arab population.
- "(3) That Jewish policemen should be treated and trained as separate units, and the Police Force should be organized in separate sections consisting of Jewish policemen and their officers and Arab policemen and their officers."

As a contrary view to this Colonel Kisch, of the Executive of the Jewish Agency in Palestine, in a memorandum dated the 24th December, 1929, which he drew up on the subject of defence and security stated:—

"I wish also to record my opinion that it is a mistake to urge that Jewish quarters and towns of mixed population should be policed solely by Jews, since such an arrangement prejudices the immediate gathering in of traces of criminals which may facilitate their identification and punishment. The same argument applies to those of the older colonies in which Arab workers from neighbouring villages are employed, and the view above expressed is known to be shared by many of the more responsible colonists."

Colonel Kisch is of course quite right. Apart from the question of men of both nationalities being available in the towns and in the country to identify offenders and collect evidence it would be fatal in the Police Force to keep Jews separate from Arabs. The aim should be to get them to mix, to learn each other's language, to forget their own private views in the desire to serve the Force and the public. To label a Jew or Arab in any way or to divide them into separate sections would merely have the effect of perpetuating the racial feeling. I recommend that it should definitely be laid down that in no circumstances is there to be a separate Jewish or a separate Arab section in the Police. All Palestinians who join the Police Force should be treated exactly alike and no difference whatever should be made between the different nationalities in the Palestinian section of the Force.

74. *Subsidizing of Jews in the Police by Jewish Agency not to be permitted.*—In his memorandum of 24th December, 1929, Colonel Kisch put forward the following suggestions:—

"(a) Apart from the actual composition of the Police as regards numbers, it is important that steps be taken to improve the conditions of service, not only with a view to facilitating the entry of Jews, but also in order to attract better-class Arabs, and to raise the morale of the Force as a whole. If it be found impossible to raise the basic rate of pay, I would recommend the extension of the system of Proficiency Pay for linguistic and other educational qualifications.

"(b) The question of the enlistment of Jews in the Police will even then remain a difficulty, until the standard of life of the Arabs is considerably raised. The Government should recognize the fact that the Jewish standard is higher than that of the Arabs, just as it has recognized—and rightly—that a British constable needs higher remuneration than that accorded to the native Palestinian police. It is not, however, suggested or desired that the authorities should themselves give higher pay to Jews than to Arabs, but with the approval of the authorities the Jewish Agency might give certain benefits to Jews entering the police, namely:—

- "(1) Free education of their children in the schools of the Jewish Agency (as allowed to children of teachers in the Hebrew schools).
- "(2) Facilities for the housing of married policemen stationed in the towns.
- "(3) A certain degree of preference for suitable ex-policemen in regard to colonization by the Jewish Agency."

The question of the encouragement of an intelligent class of man to join the Force, whether he be a Jew, Arab, Greek, or member of any other nationality resident in Palestine, will be dealt with in Part IX. of this Report. What the Force wants to-day is more men of a higher standard. The basic rate of pay, £P.6, is sufficient for the man with no qualifications above the average. If a superior class of man joins the Force let him be given allowances which he can earn by special qualifications which will have the effect of encouraging an intelligent man to join and encouraging him to remain in the Force as a constable until such time as he is eligible in due course for promotion to the rank of Corporal, Sergeant, Inspector, and possibly Assistant-Superintendent. Colonel Kisch is quite sound in his recommendation at (a) above quoted.

As regards the suggestion at (b) I submit that if the Jew is a more intelligent man he should show proof of it and if he does so he will find that he will get a greater remuneration for his services than a man who is not so intelligent. This will be possible by his qualifying for the award of Proficiency Pay, Good Conduct Pay, and a proposed Language Allowance which will be referred to in Part IX. of this Report. A Jew should not, in any circumstances, be given any more pay than an Arab merely because he is a Jew. Nor do I recommend that because he has joined the Police the Jew should be given any special benefits by the Jewish Agency. A Jew joining the Police must have one master only and he must regard the Police as a service in which it is open to him to make a career for himself and should be given definitely to understand that his only hope of drawing more pay and getting on quicker than another man is by proving himself to be more intelligent, more reliable, and a better policeman than the other man and also by showing that he gets on with his Arab comrades and with the Arab as well as with the Jewish population. Once it is known that the Jew constable is receiving anything in the form of a subsidy from the Jewish Agency every act of his and every arrest made will be regarded with suspicion by the Arab population and he will be found quite impossible to be accepted, by the public at any rate, as a Police officer doing his duty impartially by all classes of the population. A man joining the Police Force must be trained to look upon the Force as his home and as his life's work and he should look to his officers only for the encouragement of merit and for the grant of allowances and promotion. I think it should be definitely laid down that anything in the way of a subsidy in any form by the Jewish Agency should be prohibited. As regards the question of facilities for housing of married policemen stationed in the towns I consider that this is a duty which should be undertaken by the Government in respect of all men in the Force. This is a point which will be dealt with in a later part of this Report.

There would be no objection at all to the encouragement of Jewish policemen who had retired from the Force with a good character and on pension in giving them preference over other men, who had not such a record, in any Jewish colonization scheme. One of the recommendations which I am putting forward in this Report is that when the Force reaches the stage when men will begin to retire on pension a Police Pensioners' Corps should be started with the object of helping men who

have retired from the Force with a good character to get employment. Everything should be done by the Police authorities, by Arabs and by Jews to try and find work for and look after men who have rendered good service in the Police. The fact that men who retire from the Force with a good record are helped to secure other employment tends to encourage reliable men to join the Force and is a direct incentive to every man in the Force to keep a good record.

75. *If a Jew or a man of any nationality shows intelligence above the average he will benefit by it.*—It is admitted by everyone that the standard of living of a Jew is generally speaking higher than that of an Arab, and under the present conditions a Jew of intelligence above the average probably does find it difficult to join the Force on £P.6 a month on the same pay as an Arab. The same difficulty will probably apply in the case of a Greek or an intelligent man of another nationality. I think that the grant of a Language Allowance to men, whether they be Jew, Arab, Greek, or men of other nationality, who prove to have intelligence above the ordinary should tend to help the intelligent man until such time as he becomes qualified for Proficiency Pay, Good Conduct Pay, and promotion. At the present time the proportion of Jewish other ranks to total other ranks in the Palestinian section of the Force (not including the Municipal police) is 15 per cent. Between 1st January, 1928, and August, 1929 (when the Training School had to be temporarily closed), the proportion of Jews to other nationalities who passed through the School was 18 per cent. At the present time, of the men in the Force who are drawing Proficiency Pay, 22 per cent. are Jews. It will be noted that the percentage of Jews who are drawing Proficiency Pay is higher than the percentage of Jewish to total other ranks in the Force.

That a constable, whether he be a Jew or Arab, can get on in the Force and secure rapid promotion if he proves to be intelligent above the average is, I think, shown by the following cases:—

(a) *2nd Inspector Solomon Soffer, a Jew.*

Enlisted as a Constable at £P.6 a month on 15th March, 1922.
Promoted Corporal at £P.8 a month on 1st June, 1923, after one year service.
Promoted Sergeant at £P.10 a month on 1st July, 1925, after three years' service.
Promoted Sub-Inspector at £P.14 a month on 1st January, 1926, after four years' service.
Promoted 2nd Inspector at £P.18 a month on 1st April, 1928, after six years' service.

It will be seen that 2nd Inspector Solomon Soffer within six years is drawing three times as much pay as when he enlisted.

(b) *2nd Inspector Omar al Wa'ary, an Arab Moslem.*

Enlisted as a Private at £P.6 a month on 22nd July, 1918.
Appointed L/Corporal on the same pay on 1st April, 1921, after two and a half year's service.
Promoted Corporal at £P.8 a month on 1st December, 1921, after three and a half year's service.
Promoted Sergeant at £P.10 a month on 1st February, 1923, after four and a half years' service.
Promoted Sub-Inspector at £P.14 a month on 1st November, 1924, after six years' service.
Promoted 2nd Inspector at £P.18 a month on 1st May, 1926, after seven and three quarter years' service.

It will be seen that 2nd Inspector Omar al Wa'ary within seven and three-quarter years of joining the Force is drawing three times as much pay as when he enlisted. These are only ordinary cases of men who joined as constables. As exceptional cases may be quoted the following:—

(c) *1st Inspector Wadie Masa'ad, an Arab-Christian.*

Enlisted as a Private at £P.6 a month on 24th October, 1918.
Promoted Sergeant-Major on 1st March, 1919.

Promoted Sub-Inspector at £P.14 a month on 5th March, 1920, after one and a half year's service.

Promoted 2nd Inspector at £P.18 a month on 1st September, 1921, after three years' service.

Promoted 1st Inspector at £P.22 a month on 1st November, 1923, after five years' service.

(d) *Sub-Inspector Khel Eanger, a Jew, who was originally in the Palestine Gendarmerie.*

Enlisted as a Private at £P.6 a month on 11th August, 1921. } All in
Appointed L/Corporal on the same pay on 3rd September, 1921. } the
Promoted Corporal at £P.8 a month on 1st October, 1921. } same
Promoted Sergeant at £P.10 a month on 1st December, 1921. } year.
Promoted Sub-Inspector at £P.14 a month on 1st June, 1926, after
five years' service.

I think it is clear that efficiency and merit is recognized in the Force whether the man be a Christian-Arab, Arab-Moslem or Jew.

76. *Serving in native town or district.*—I think it would be a desirable rule that no man, so far as is possible, should serve in his native town or district until he has completed ten years' approved service. Palestine is a small country and in the past it may not have been as easy in every case to enforce such a rule as in a larger country with more Police stations. Under the new distribution there will be 116 stations and posts in the Force and it is being proposed that there should be five Police Districts instead of three as at present. If this is approved it may be found possible to enforce a rule of this kind. A young man joining the Force is bound to find pressure being brought to bear upon him by his own relatives or by his wife's relatives if he is doing duty in his native town or district. He will find it much easier to do his duty, to make arrests, search houses, and prosecute offenders if he is away from family influences and ties. When a Police officer has ten years' service with a good record of conduct to his credit he has qualified for pension; with ten years' experience and a pension to look forward to he is in a better position to resist in his suggestion that his course of action should be influenced by family considerations.

Fifteen per cent. of the Force are men from the Nablus District. The Nablus men are noted to be men of good physique and courage and the Turks, I understand, regarded them as their picked men. The Nablus man is, I gather, inclined to be politically minded, and he will probably do all the better as a policeman if he is serving in a district away from his own. No recent figures of crime by race are available. The only figures I have been able to trace are those for the year 1922. In 1922, 69.5 per cent. of all serious crime was committed by Arab-Moslems, 27.4 per cent. by Arab-Christians and 3.1 per cent. by Jews. The majority of cases of crime will necessarily be found to be committed by Arab-Moslems in view of the fact that they represent, or did represent in 1922, when these statements were prepared, 79 per cent. of the total of the population. There must be a majority of Arab-Moslems amongst the Palestinian police to investigate these cases and to get information as to the offenders, but the investigating Police officer need not necessarily be a man of the place in which the crime was committed.

PART IX.

Knowledge of Languages.

77. *A knowledge of the Languages spoken in the Country is essential to a good understanding between the people occupying the Country.*—In paragraph six of this Report I ventured to express the opinion that the only hope for Palestine is that Jew and Arab should endeavour to understand each other, and, by mutual respect, forbearance, and a spirit of "give and take," make it possible for both to live and work together in harmony. From my enquiries I myself am convinced that it is only on these lines that Jew and Arab in the Police Force can work and live together.

I venture to state that the best way to get to know a person of another race is to set to work to learn his language so as to be able to speak to him. Unless two peoples occupying a country can talk to each other, and show readiness to do so, I do not see how they will ever be able to understand each other's ideas and points of view. Two races as different as the Arab and Jew must necessarily have entirely different ideas on almost every subject. The less they meet the further they will drift apart. It is no good them meeting unless they can talk to each other.

Mr. Andrews, the Area Officer of the Nazareth District, who served with the army in Palestine during the war, and has been in the service of the Palestine Government since the war, has a good knowledge of both the Arab and the Jew, and did very good work during the disturbances in August, 1929, in preventing trouble in the Emek. Mr. Andrews informs me that before the disturbances in 1929 the Jews in the Jewish colonies in this area would not speak to the Arab District Officer and would not talk Arabic. They apparently adopted the attitude that Hebrew was the only language which they would speak in spite of the fact that some of the colonists at any rate could speak Arabic. When, however, the Arab District Officer who was responsible for maintaining order in his District and was responsible to Government for ascertaining and reporting the needs of the people in his District came to the Colony, the colonists just would not speak to him. Mr. Andrews stated that since the riots the colonists in his District had become alive to the fact that this was not a paying proposition. The Jew colonists were now speaking Arabic. They were civil to the District Officer when he visited the Colonies. One person in each colony was detailed to receive and be polite to visitors. A liaison officer had been appointed with instructions that he was to keep in touch with the Arabs and with the Government. It was considered doubtful as to whether this changed attitude expresses a change of heart or whether it is only an attitude based on expediency. It has been suggested that, when the lessons of the riots are not so acutely remembered, the old order may establish itself. It will be a great pity if it does. The incident is quoted as indicating that it is possible for Jew and Arab to respect each other's feelings and it is possible for them to get to know each other, but it is only possible if they can and will talk to each other.

A Government officer appointed to a post in a country other than his own, in which he is required to come into contact with the people, is in most countries required to learn the language. In the majority of cases it is made a condition of his appointment that he should do so. If he fails to do so he may not be confirmed in his appointment. In some cases the newly appointed officer is required to learn the language he will be required to speak before he leaves his own country. Many mercantile firms and banks abroad and companies who bring out men from Great Britain to supervise local labour, for example, work in forests, on tea and rubber estates, etc., insist on their employees learning the local language. If, after years of experience it has been found in every country that no proper understanding can be brought about and no good work can result till the people of different races who occupy a country can speak to each other it would appear that the best way of starting to bring about better relations between the Jew and the Arab in Palestine is to encourage them to speak to each other.

78. *Labelling the population by nationality and religion hinders co-operation.*—To my mind the greatest hindrance to the co-operation of all classes in Palestine to-day is that everybody bears a label. It starts in schools where in all the Govern-

ment schools the Arab boy goes to an Arab school, the Jew boy to a Jew school. It is followed in the Boy Scouts. The Jews have their own Boy Scouts, a different organization to the Baden Powell Scout scheme. When one considers that, in 1929, practically all the nations of the world were represented at a Scout Jamboree held at Birkenhead, though speaking different languages, and being of different nationality, religion, and colour, accustomed to different food, and having entirely different ideas and customs, they met on common ground as members of one great family, it is rather pitiful to think that in Palestine the Scouts of only two different nationalities have not yet combined. I was informed that, when a Government officer who would have made a capital Scout-Master was asked to be a Scout-Master of the Jews scouts, he declined the appointment because he feared that if he did so he would be "labelled" as pro-Jew, and his personal influence and usefulness as a Government servant would be affected. Though this may sound foolish, the trouble is that under present conditions the Government officer was perfectly right. In a country where every one is labelled Jew or Arab, pro-Jew or pro-Arab, if a Government servant, only concerned in doing his best by the people of the country, of whatever nationality they may be, is keen on scouts, boys' clubs, etc., and realises the value of training and playing games with the local population, he is bound, as long as Jews and Arabs are kept apart, in assisting the people of one race, himself to get labelled pro-Jew or pro-Arab. Once he gets so labelled, the label sticks, and his general influence and work in a position in which it is essential that he should be neutral in his dealings with both parties is affected. If the Jewish and Arab scouts were of one body, there would be none of this trouble, and anyone able and willing to help could be assured that he was helping both Jew and Arab, and in fact helping Palestine by becoming a Scout-Master.

If only all the occupants of the country could be induced to learn each other's language or to have a language in common, I venture to think that many of these labels would disappear. In some schools it is being done. I was informed that at the Jerusalem Girls' College, of which Miss Coates is the Principal (the college is maintained by several missionary societies which combine to maintain the college), there are 28 English, 35 Moslem-Arabs, 100 Christian-Arabs, and 30 Jewish girls, between the ages of 5 and 18, being educated together. The system of education, I understand, is that up to the age of twelve each child is instructed in her own mother tongue, and at the same time learns English. Between the ages of 13 and 18 all the girls in the school are taught together in English, while they continue to receive instruction in their own language. Instruction between the ages of 13 and 18 in one common language brings all the different nationalities together. They feed, work, and play together, and some of them live together. All the girls are not boarders, the majority are day-girls, but those who live on the premises are of all nationalities. The riots in August, 1929, made no difference to the welfare of the school, all nationalities came together perfectly happily after the riots.

I was informed that at the St. George's Boys' School, maintained under the supervision of the St. George's Church of England Cathedral, there are 238 boys of the following nationalities:—

English	4
Moslem-Arab	71
Christian-Arab	124
Jews	22
Armenians	13
Russians	1
Copts	1
Bahai	2

Up to the age of twelve the language of instruction is Arabic, after twelve years English and Arabic. Seventy boys (English, Arabs, and Jews) live on the premises. English, Arabs, and Jews feed together, work together, play together, and sleep in the same dormitories. There is, I submit, some hope for the next generation if education can be carried out on these lines.

In an article in the "Near East and India" of the 6th February, 1930, on "Educational Aims in the East" it was stated:—

"If, as is clear should be the case, the education of every country were always mapped out with adequate attention to its own particular requirements, the wisdom of an educational system in Palestine that allowed for the segregation of the youth of the country into Arab and Jewish

schools must remain problematical. The peculiar circumstances obtaining in that country are admitted; but there can be little doubt that insistence from the first on uniformity in education would have done much more to promote the creation of a rising generation with a consciousness of Palestinian nationality than has been achieved under a system which has helped to perpetuate racial differences."

I have no doubt that there were, and are still, difficulties in arranging for Jew and Arab to be educated together in Government schools, and I trust that it will not be thought that, as a stranger to the country, I am attempting to make suggestions as to how the youth of the country should be educated. The point which I wish to make from these remarks on the Boy Scouts and the present school system in Palestine is that I am convinced that there is no hope of bringing the youth of the country, much less the adults, together till they learn to speak to each other.

79. *The good effect of Police Officers being able to speak the language of persons of all classes amongst whom they are working.*—In paragraph 71 of this Report is mentioned the good effect of the Jew Corporal at Beersheba having a thorough knowledge of Arabic, in that he was able to go out and enquire into cases amongst the Bedu tribes in the Beersheba District, and he was able to get on well with the Sheikhs of the tribes and secure their co-operation. In the same paragraph the case of the Arab-Moslem Corporal at Jaida, who had learnt Hebrew and Yiddish after his transfer to Jaida so that he could understand and get on with the Jewish colonists, was also referred to. In paragraph 72 of this Report reference was made to the importance of bringing intelligent men of different nationalities into the Force for Criminal Investigation Department work, and in paragraphs 74 and 75 it was suggested that, instead of giving different rates of pay to different classes of Palestinians in the Force, whether they be Arab-Moslem, Arab-Christian, Jew or Greek, the soundest course was to let the apparently more intelligent man prove that he was more intelligent and, if he proved to be so, encourage him by the grant of a language allowance, proficiency pay, good conduct pay, etc., rather than raise the rate of pay all round.

80. *Language Allowance to constables, lance-corporals, and corporals.*—I suggest that it would raise the standard of work in the Force and the usefulness of the individual Police officer if every man in the Force could be encouraged to learn to speak, and eventually to read and write, as many of the three official languages as possible, namely Arabic, Hebrew, and English. Apart from being more useful as an individual, the fact that a Police officer can speak languages other than his own should have the effect of assisting him to secure the co-operation of all classes of the population and if some pecuniary encouragement could be given for the knowledge of languages, the effect should be that a more intelligent class of man would be attracted into the Force. As the general standard of education in the country rises and the country develops it will be found that the Police Force requires men of good education and good social position in increasing numbers. The conditions of service should be such as to attract to the Police Force the right type of recruit, and encouragement should be given to the serving members of the Force to extend their knowledge and improve their education. With a view to attracting to the Force men who can speak, and if possible read and write, any of the official languages other than their own native tongue, and in order to encourage men already in the Force who cannot speak or read and write official languages other than their own to learn to do so, so that they may become more efficient in the discharge of their duties, I submit for consideration the following scheme:—

(a) That a non-pensionable allowance be paid to every constable, lance-corporal, or corporal (other than men employed as clerks) who passes a colloquial examination, to be held by the Education Department, in one of the three official languages other than his mother-tongue. In the case of a Greek, or a man other than an Arab or Jew, he would have to declare one of the official languages as the language of his adoption. He would not be able to draw the allowance qualifying in more than two languages. In this examination the candidate would be required to satisfy the examiners that he understood the complaint or statement of a person or a witness in regard to a case of crime, accident, or other police matter, such as might be made at a Police station or to a Police Officer on duty, sufficiently to enable all the police action necessary on it to be taken at the station. The candidate should satisfy the examiners that he is able to cross-examine the person or witness as to details.

The candidate should also satisfy the examiners that he himself could make a report or statement in the language in which he is being examined to a Police officer who can only speak the language in which the candidate is being examined sufficiently clearly for that officer to take all the action necessary in the matter.

NOTE.—Constables employed as clerks should not be granted this allowance. At the present time men of a different type to the type of man who enlists with the object of doing duty in the streets, joins as a clerk for the performance of clerical duties in Police offices. These men do no police work out-of-doors, and the system is a bad one. I am recommending in a later paragraph of this Report, under the head "Extraneous Duties," that the duties which these men now attend to should be carried out by Government clerks.

(b) That an allowance of £1 per month be paid to every constable, lance-corporal, or corporal who passes a written examination to be held by the Department of Education in one of the three official languages other than his mother-tongue. The limit in the case of a Greek or man of other nationality qualifying in two languages only as mentioned in sub-paragraph (a) above would apply in all cases. In this examination the candidate would be required to satisfy the examiners that he could record in writing, in the language in which he was being examined, with all necessary promptitude, a complaint of a person in regard to a case of crime, accident, or other police matter which might be made at a Police station, the complaint to be recorded in such a way as to ensure that adequate action could be taken on it by a Police Officer who could only read the language in which the complaint was recorded. The candidate would also be required to satisfy the examiners that he could read a report or letter written in the running hand in that language. He would also be required to read fluently printed matter such as a newspaper article.

(c) That on enlistment any recruit who could show proof that he has reached a satisfactory standard in any of the official languages, other than his own mother-tongue (the limit of two official languages here applying as mentioned in (a) and (b) above), will be entitled to draw an allowance from the date on which he enlisted without passing the Police colloquial examination. A school knowledge of a foreign language, though not acquired with specific reference to police duties, will actually form a firmer foundation for specific work in that language than the purely utilitarian instruction which would be given to newly enlisted constables. It will, therefore, be not unreasonable that the allowance for languages should be paid on the certification of the recruit's academic knowledge by the Director of Education. If this measure is approved it will have the desirable effect of encouraging direct recruitment from the higher classes of schools. A recruit who holds the certificate of the Director of Education will be granted the lower allowance, i.e., 10s. only, although he will have some knowledge of reading and writing. He will be permitted to go up for the higher standard, i.e., the written test in recording a statement of a witness, etc., in regard to a police matter at the next examination held after he has joined the Force.

(d) That constables already in the Force should be eligible for the allowance on their qualifying for it at an examination to be held half-yearly by the Education Department in each District. To save the time of the Department of Education in examining candidates who were obviously not up to standard, the Officer in charge of each station would be required to satisfy himself and to certify that, so far as he is able to judge, a candidate is fit to go up for examination. Superintendents in charge of Districts would send up the names of candidates who were fit to take the examination to Headquarters. The Commandant would arrange with the Director of Education for the examination to be held in convenient centres. Constables who failed in the examination would be allowed to go up again for the examination when they were fit to do so.

The details of the examinations proposed would be a matter for arrangement between the Commandant and the Director of Education.

Under this scheme the limit that a constable, lance-corporal, or corporal would be able to draw as language allowance would be £2 per month. It is suggested that the allowance should cease on promotion to the rank of sergeant, as the sergeant can, if he is an intelligent man, rise to the rank of sub-Inspector, second Inspector, first Inspector, and possibly to the rank of Assistant Superintendent.

A sergeant draws £10 a month, and if the man is intelligent above the ordinary, he should become a sergeant within five years of enlistment. A particularly intelligent man might become a sergeant in a shorter space of time.

The system of payment of language allowances to constables on enlistment and to constables already in the Force who have qualified for it, has been in force now for three and a half years in Ceylon, and it has had a great effect in attracting to the Force an intelligent class of recruit and in encouraging men already in the Force to qualify for the allowance. As a result the standard of education throughout the Force has advanced considerably. Special language classes are held at the Training School and at almost every Police station in the island. In some cases at out-stations the constables themselves engage a teacher, in other cases Police officers in charge of stations themselves hold classes. Police clerks have also assisted in holding classes. In Ceylon the allowance is paid for a knowledge of English only, as practically every recruit has a knowledge of both the other official languages, namely Sinhalese and Tamil.

81. *Allowances to be paid for a knowledge of Arabic, Hebrew, and English (other than mother-tongue or language of adoption).*—In the case of Palestine the position is different. The Jew does not, in most cases, know Arabic, and the Arab does not speak Hebrew. Very few Arabs or Jews have a knowledge of English. It is not only an advantage to a constable to read and write and speak English, but it is a distinct advantage for an Arab constable serving in a Jewish colony or in a Jewish part of an urban centre to be able to speak Hebrew (but at the present time, generally speaking, he cannot), and for a Jewish constable to be able to speak Arabic. In the case of Palestine there should be an allowance for passing an examination in any of the three official languages. The allowance should cease on promotion to the rank of sergeant, and I would suggest that no man, in the ordinary course, be appointed to the rank of sergeant unless he has passed the second (written) examination in English. If he has in addition passed the colloquial examination in the third language it will be to his advantage, and it should assist him to secure promotion. There may be an exceptional case of a corporal who has not qualified by passing the examination in English, who has done some particularly brave act in the performance of duty, and in consequence has been promoted to the rank of sergeant, but in the ordinary course I would suggest that no man should become a sergeant unless he has passed the written examination in English and, if he has passed the colloquial examination in the third language, other things being equal, preference should be given to the corporal who has qualified in the third language. Apart from the value of a Palestinian constable being able to speak both Arabic and Hebrew, when working in a place where he has to deal with persons of both nationalities, a working knowledge of English is becoming, and will become even more, important in Palestine. Palestine is visited by tourists from England and America in large numbers. A constable may be required at any time to speak to a tourist, to answer a question put to him or to take down a statement from a witness who speaks English and knows no Arabic or Hebrew. Motor vehicles carry tourists who know neither Arabic nor Hebrew to all parts of Palestine. If an accident occurs, due to the negligence of the driver, the occupants of the car, if they are tourists, may have a different account to give of the cause of the accident and of the ability of the driver to drive with caution than the driver himself has given. Unless the constable who is first on the scene can speak English, he is at the mercy of the driver and he can only record the driver's version as to what occurred. At present all the records in Police stations are kept in Arabic, and in cases of crime statements are recorded in Arabic or Hebrew. If the case is an important one and the Government Advocate is prosecuting, he may wish to see the statements recorded in the first instance by the Police. A great deal of time which is now taken up in making translations of statements will be saved if statements can be recorded and records can be kept in one common language. With the gradual education of members of the Force it might in course of time be possible for the records of the Force to be kept in English, a common language to both Jew and Arab.

82. *Effect of encouraging education in the Trans-Jordan Frontier Force.*—Colonel Shute, commanding the Trans-Jordan Frontier Force, informs me that he has started educational classes in the Frontier Force, and that his men are showing great keenness in improving their standard of education. The subjects taught are general knowledge, simple arithmetic, reading and writing (Arabic

and English), colloquial English, simple geography. These classes have proved most valuable in improving the efficiency of the local officers and non-commissioned officers, several of whom can now understand, read and write simple English. It is a great asset in enabling co-operation between patrols of the Trans-Jordan Frontier Force and Royal Air Force units. Here is a typical case in point: the members of the Trans-Jordan Frontier Force have necessarily to co-operate with units of the Royal Air Force who are working with the Frontier Force in Trans-Jordan. Unless they can speak a common language efficient co-operation is not possible. Colonel Shute also states that the opportunities given to the men to improve their general education are of assistance to them in obtaining employment when they take their discharge and return to civil life.

83. *Effect of Language allowances.*—In a later part of this Report, I am suggesting that, to encourage esprit de corps and to get all nationalities to live, work, and play together under the constant supervision of British officers, all men of the Force should be housed together. It has been suggested that single men should be housed free of charge in barracks, and that all men should be required to live in barracks as single men, whether married or not, for at least three years. It has been recommended that married quarters should be provided for married men of three years' service and over. If provided with a married quarter a man would pay 10/- per month as rent for the quarter. I have come across cases of men who are at the present time paying £2 per month for a rented house. If sanctioned the effect of this language allowance and this housing scheme, in addition to the present pay, proficiency pay, and good conduct pay, in encouraging men of intelligence to join the Force, would be as follows:—

Present Pay and Allowances.	Pay and Allowances which might be drawn under the scheme proposed.
<i>Recruits.</i>	
£5 and uniform and free housing in Training School.	£5 pay and say £1 if in possession of the certificate of the Director of Education in two languages. Free uniform and housing.
<i>After passing out of Training School (six months after enlistment).</i>	
£6 and uniform	£6 pay and say £1 language allowance. Uniform and free housing as a single man.
<i>One year after leaving Training School.</i>	
£6 pay and £1 5s. proficiency pay (if qualified, limited to one-third of total constables). Uniform.	£6 pay and say £1 language allowance. £1 5s. proficiency pay. Uniform and free housing as a single man.
<i>Two years after leaving Training School.</i>	
£6 pay and £1 5s. proficiency pay (if eligible). 6s. first good conduct badge (if eligible). Uniform.	£6 pay and say £1 language allowance. £1 5s. proficiency pay. 6s. good conduct pay. Uniform and free housing as a single man.
<i>NOTE.—If a constable is not promoted to the rank of corporal he can draw good conduct pay up to the maximum of £1 10s. a month after ten years' good service.</i>	
<i>On promotion to Corporal (say after three years in case of an intelligent and reliable man).</i>	
£8 and uniform	£8 and say £1 10s. language allowance. Uniform, free housing as a single man.
<i>On promotion to Sergeant (say after five years in the case of an intelligent and reliable man).</i>	
£10 and uniform	£10 pay. Uniform and married quarter for which he will have to pay 10s. a month rent. At present in many cases he has to pay £2 a month rent. Balance pay at present time £10 less £2 rent = £8. Proposed £10 less 10s. = £9 10s.
<i>On promotion to sub-Inspector (after seven years if reliable and intelligent).</i>	
£14 pay and uniform	£14 pay and uniform.
<i>On promotion to second Inspector (after ten years if reliable and intelligent).</i>	
£18 pay and uniform	£18 pay and uniform.

84. *Language Allowances should encourage men of intelligence to join the Force.*—The effect of this grant of a language allowance would be that an intelligent man joining the Force might draw:—

On enlistment.—£6, uniform and free housing vice £5, uniform and free housing as at present;

After six months.—£7, uniform, free housing vice £6, uniform and no housing;

After one year.—£8 5s., uniform, free housing vice £7 5s., uniform and no housing;

After two years.—£8 11s., uniform, free housing vice £7 11s., uniform and no housing;

After three years.—(If promoted corporal). £9 10s., uniform, free housing vice £8, uniform and no housing;

After five years.—(If promoted sergeant). £10, uniform, and married quarter, for which he will have to pay 10s. rent—£9 10s. vice £10 out of which he has to pay £2 rent—£8.

After seven years.—(If promoted to sub-Inspector). £14 pay and uniform.

After ten years.—(If promoted second Inspector). £18 pay and uniform.

A man if intelligent and reliable should go on to rise to the rank of first Inspector, pay £22 a month and uniform, and possibly to the rank of Assistant Superintendent, pay £25 to £45 per month and uniform.

I think the pay and rate of allowances proposed should provide a career for an intelligent and reliable man.

85. *Recruiting Poster to be issued.*—If these language allowances are sanctioned I would suggest that, in recruiting, preference should be given to the man who can speak and, if possible, write languages other than his own, provided that in other respects the candidate is up to standard. A recruiting poster in which the rates of pay and allowances which could be drawn by an intelligent man might be drawn up and published. Copies might be sent to Schools, to District Commissioners, Area Officers, District Officers, and Headmen with a request that the rates of pay and allowances granted might be brought to the notice of likely lads.

86. *Language Allowances to be non-pensionable: cost in first year.*—There is a limit of 30 per cent. to the number of constables who may be granted proficiency pay. Proficiency pay is pensionable. I would suggest that no limit be laid down as to the number of men drawing language allowances. If a limit is laid down the effect would be that, on this number being reached, intelligent men applying to join the Force would have to be told that there were no vacancies for the grant of language allowance. The main object of this language allowance is to attract a more intelligent class of man into the Force. For this reason it is essential that language allowances should be paid to a recruit from the date of enlistment if he is qualified for them. It is also essential that men now serving in the Force should be encouraged to learn other languages and come up for the examination at each of the half-yearly tests. I submit that it would not be possible to lay down a limit to the number of men drawing language allowances for this reason, and I would therefore suggest that language allowances be non-pensionable. It would be difficult to estimate the cost of this proposal to grant a language allowance. It would all depend on whether the grant of these allowances have the effect of attracting a more intelligent class of man to join the Force, and also if it has the effect of encouraging the men now serving in the Force to learn another language. I gather that, in the first year, the number drawing the allowance, if sanctioned, is not likely to exceed one hundred men. Supposing that one hundred men qualify, by passing the colloquial test in two languages, or the colloquial and written tests in one language, or that two hundred men qualify in one language colloquially in the first year the cost would be £1,200.

The importance of the vernacular languages being known by officers will be dealt with in a later part of this Report.

PART X.

Training and Instruction of the Force.

87. *Responsibility for Police work rests primarily on the individual constable and not on his superior officer.*—More is required of a constable than any other class of Government servant of corresponding position and pay. The constable is granted the extreme power of interference with the liberty of the subject. He has the power of arrest and the power of search. This is the greatest power which can be given to any subordinate Government officer. The extent of this power and the possibilities of abuse of it are not always realized. The High Commissioner cannot go out in the street and put his hand on a man and tell him to come with him to the Police station. The constable has exactly the same powers of arrest as the Commandant, he must necessarily be granted these powers for at any time he may have to act on his own initiative in any emergency that may arise and he must have the power of arrest and the power of taking immediate action. The constable's work is done within the full view of the public and of the Courts. Any mistake on point duty or in the investigation of a case or in giving evidence is at once noticed by the public or by the Courts. If a clerk working in an office mislays or delays a file of papers the public knows nothing of it. The strength of a chain is its weakest link. The individual constable in his every act represents the Force. If he does well the reputation of the Force is improved, if he does badly the good name of the Force suffers. The Courts must necessarily rely a great deal on the evidence of a constable in dealing with persons produced in custody before them. The evidence of the constable who was first on the scene in a case of murder may have to be taken into account in considering the guilt of a man who may have to be hanged. Such being the case the constable should receive the most careful and thorough training to fit him to meet this great responsibility. It is not fair to the public, to the Courts or to the Force to place a constable in the position of having to exercise these wide powers without the necessary training. On this subject I do not think I can do better than quote from the Report of the Royal Commission on Police Powers and Procedure, 1929 (Cmd. 3297) paragraph 19 (page seven of Report):—

"19. It is perhaps not sufficiently recognized that the responsibility for Police work rests primarily on the individual constable and not on his superior officers. In this connexion we would recall the following passage from the Report of the Royal Commission upon the Duties of the Metropolitan Police (1906-08)*:—

"Broadly speaking the Force acts by, and through, individual constables. An army, for the most part, does its work through groups of its units, through divisions, brigades, regiments, and companies, and the responsibility of a private soldier is, in practice, reduced to such a point that he becomes little more than an automatic part of a machine. So, even in a great industrial organization, the individual worker is allowed little or no freedom of action as to his work, and its performance, as a rule, does not involve much thinking on the part of the individual operative. The position of a constable in a Police Force differs greatly from that of the private soldier or the artisan. A constable is, as a general rule, placed alone, to perform his duty on one or more beats or patrols. It is expected that, in general, he should not call any other constable to his assistance, because that involves a disturbance of the arrangements made for the safety of the whole area. It is presumed that if intervention is necessary he can deal with the emergency adequately by his own unaided action, and if he arrests a prisoner he is expected to take him alone to the Police station. However difficult and novel may be the circumstances which confront him in the course of his ordinary duties, he has, unless the matter brooks delay, to decide instantly, and on his own responsibility, whether they call or not for his interference. It follows that a great deal of the most difficult work of the Force is left to the initiative and capacity of the humblest unit in each division."

The Commissioners in their Report go on to say that the words which they quote were written in 1906 and the difficulties of a constable's duties have certainly not diminished since that date. They also point out that though the observations by the 1906-08 Commission referred to the Metropolitan Police they apply with even more force to the country policeman, who has to discharge his duties in greater isolation and to deal unaided with a wide variety of circumstances.

* Cmd. 4156 of 1908, page 57.

In paragraph 21 (page 8 of their Report) the 1929 Royal Commission go on to say :—

" 21. In the life of a Policeman, as we see it, whilst there are certain matters which are capable of routine control and which can properly be made the subject of precise instructions, the variety and complexity of emergencies with which he is likely to be faced make it impossible to issue hard and fast instructions by which he should regulate his conduct. What the constable really requires, above everything, is a sound grounding in the spirit and traditions of his office and in the general knowledge essential for the performance of his normal duties."

In paragraph 294 (page 110) :—

" 294. It has therefore been our duty, as it should be a primary obligation upon all well-disposed citizens, to do what lies in our power to foster and promote that mutual good understanding, by removing all avoidable causes of friction or estrangement between the man in the street and the public servant who is the visible guardian of his rights and liberties. It is inevitable that there must, occasionally, be an apparent conflict between these "rights and liberties" on the one hand and the "interests of justice" on the other. In the prosecution of our Inquiry we have endeavoured to hold the balance fairly between them, and if this has not always been an easy task for a Royal Commission, in spite of the fact that it has ample time for investigation, and that it is aided and fortified by evidence and advice from the most authoritative sources, how much less easy must it be for the ordinary constable, alone on his beat, to decide, as he is daily called upon to do and on the spur of the moment, points of law and procedure which a Judge or Magistrate might well wish to adjourn for careful consideration."

In paragraph 295 (page 110) :—

" We venture to quote in this connexion the following passage from Mr. Edward Carpenter's book, 'Prisons, Police, and Punishment' (1905) :—

" 'The duties and the trials of an ordinary Police constable are really bewildering—to regulate traffic, nuisances, public health, doors and windows, obstructions, street music, hawkers, porters, meetings, beggars, women, drunkenness, public-houses, the smoke-nuisance, brawls, assaults, larcenies, burglaries, accidents, riots, fires, etc.—to endure rain, fog, snow, excessive heat, and cold; to retain presence of mind amid crowds, solitude, dangers, insults, and violence, through all to remain calm yet firm—all this seems to demand a character of really extraordinary culture and strength.' "

88. *Training of the Palestinian Police in the past.*—Though a Force of Police in Palestine was started in 1919-1920, the organization of the present Force may be said to date from the passing of the Palestine Police Ordinance in February, 1921, as prior to this there was no proper legislative authority for any of its acts. A Police Training School was started on 1st February, 1921. In 1923, owing to a financial crisis, the strength of the Force was reduced and the Training School was closed. On 1st April, 1926, the School was re-opened and was used till August, 1929, when it had again to be closed as the buildings which were being used as Training School were temporarily occupied by the military for lack of barrack accommodation. The military are still in occupation of these buildings but camp accommodation is being provided for the troops at Tel Pioth. The Force has therefore only had a Training School for the instruction of its recruits for 5½ out of the last 9 years and only 29·5 per cent. of the members of the Force, less than one-third, have passed through the Training School.

The only building which is available at the present time for the training of recruits is part of a rented building in the middle of the town. The Commandant's offices and Headquarters Stores are in part of the building and recruits make use of the remainder. There is no Recreation Room for the recruits and there is no ground for outdoor games. The recruits step out of the Training School into the streets of the town. There are no married quarters for Instructors or Officers on the premises and all that can be done is to ensure that there is an Orderly Officer on duty at the School. The situation of the building is quite suitable as an office for the Commandant, as it is in the heart of the town, but as a Training School for recruits it is not suitable. In no time in a Police Officer's career does environment influence him so much as when he first joins the Force as a recruit.

The Commission which reported on the disturbances in 1921 (Cmd. 1540, pages 47-48) in referring to the work of the Police were of opinion that "the absence of barrack life is not conducive to discipline or to the growth of esprit de corps nor are the pay and conditions of service such as to attract the type of recruit whose early environment and education fit him for the ready conception of those principles of impartiality which can alone make an efficient policeman, and invest him with the public confidence. . . . We are, however, persuaded that, with reasonable conditions, ample training, and a sufficiently long period of enlistment, the Palestinian offers good material for the creation of an efficient Police Force." In commenting on the work of the Jaffa police the Commission stated (page 49) :—

" On the other hand it would have been surprising if this half trained body of men had been able, in the interest of public duty, to stand out against the flood of racial passion which had been set loose."

The Commission commented favourably on the conduct of the men who were sent to Jaffa from the Police Training School. This indicates that the Palestinian will respond to training.

It has been stated that when a religious cry is raised and an attack is made by Arabs on the Jews the Palestinian forgets that he is a Police Officer and only remembers his race and religion. Everyone agrees that in other ways the Palestinian offers good material. As, however, the main test of a Police Force is the impartiality of every member of the Force and the manner in which all ranks behave in time of emergency, it is of no use being satisfied with good qualities in other directions if this essential quality of impartiality in an emergency is lacking. As regards the Palestinian section of the Force the most important question to-day is how can this be remedied? I suggest that the only way to do so is to :—

(a) Attract into the Force intelligent men of good character drawn from all nationalities resident in Palestine. The language allowances proposed in paragraph 80 of this Report should be of assistance.

(b) Give all recruits a thorough training in surroundings in which it will be possible to train the recruit's character instead merely of increasing his powers of memory, and where a recruit will be trained to subordinate his own wishes and desires to the good of the "House," of the School and of the Force in which he is serving.

(c) Provide for the training of a constable after he leaves the Training School being continuous and progressive by a sound system of weekly instructional classes in each Police station and post.

(d) Provide for the constable receiving the constant supervision of a British Officer in his work and receiving the encouragement of the British Officer by his presence on a recreation ground, in games, etc.

(e) Provide for the housing of single and married men.

(f) Arrange for men not to serve in their native places or districts till they have completed ten years' service with a good record of conduct and work (vide paragraph 76 of this Report).

The points at (a) and (f) have already been dealt with in this Report. The points (d) and (e) will be dealt with in Parts XI and XII of this Report. The point (c) is referred to in paragraph 94. We may now consider point (b), that is the best chance of forming character in the Palestinian constable at that stage in his career when he is most sensitive to influence, i.e., when he joins the Force.

89. *Training of the recruit in the future.*—I would suggest that a Police Training School be provided outside the town of Jerusalem where Officers, instructors, and recruits, whether they be Arabs or Jews, would work and play together; where Jew and Arab constable will feed together and occupy the same dormitory and be trained to work and play for the "team" and for the "house" rather than for the individual. I would set about it in this way :—

(a) All recruits to mess together in a central Mess Room. The catering to be managed on contract. The food to be inspected by a qualified doctor daily. The kitchen to be inspected daily and all meals supervised by an Orderly Officer.

(b) The School to be conducted on the Public School "House" system. The school to be divided into "houses," each in charge of a Prefect who will be a senior recruit. A senior prefect will be in charge of the whole. Each dormitory may be a "house." The "houses" may be called after Officers who have rendered distinguished service in Palestine, for example "Allenby," etc. The inter-house competitive spirit to be introduced into all branches of work and play. It is on this inter-house spirit that the formation of character, sense of responsibility, esprit de corps in the recruit will be secured. All games and work to be carried out and judged on the "house" system, marks being allotted and deducted from the "house" and not the individual. Each house to have distinctive colours. The flag of the house that is leading in marks each day to be flown on a flag staff. At the end of the month marks are totalled up, the house which has gained the most marks is declared the winner of an inter-house Cup and the members of the "house" given a whole day's

outing together. Prefects pick their own sides for games, help men of their houses in the educational classes just as would be done in a public school.

(c) Prefects to be appointed and allotted responsibility as follows:—

Prefects to the number of two for each "house" and a senior prefect in charge of all to be appointed by the Superintendent monthly or bi-monthly from amongst the senior recruits of the respective houses. Prefects to wear a distinguishing badge. A recruit will not be appointed a Prefect unless he shows signs of being a responsible person likely to be able to take charge of men and to instruct others. Prefects will be required to set a high standard of discipline and "team" work in their "house." They will be required to get to know every man in their "house" intimately, and they should be able to answer any question put to them at any time in regard to any man in the house. Their daily duties will include the keeping of good order and discipline in the house, to prevent any kind of immoral behaviour, bullying, or anything that is likely to corrupt or lower the moral tone of the recruits in the "house." They will be held responsible for the appointment of "house" orderlies, the selection of "teams" for inter-house games and they will captain their side. They will hold roll calls at night and sit at the head of their table in Mess. Prefects will be required to be able to take command of a squad of men in elementary drill and to instruct men of their houses in the Police Handbook and matters of general knowledge and interest. The duty of the senior prefect will be to supervise the work of the house prefects. Prefects should be given special privileges, such as falling in separately on parade, not being employed on fatigues, etc. All the best senior recruits should in turn become prefects, and in their last month or two months at the Training School. If a recruit while at the Training School can command a squad of recruits, he is being well trained to give directions to the public on the scene of an accident, fire, disturbance, or crime when he goes out on duty in the streets. The "Prefect" system at the Training School is an excellent method of gradually training a man to instruct and control others.

(d) A recruit on enlistment to be posted to a particular "house" and to remain a member of that "house" until he leaves the School. Immediately after enlistment by the Superintendent the recruit will be handed over to the prefect of the house to which he is posted. It will be the prefect's duty to show the recruit round the School, to explain the spirit and traditions of the house system and to familiarize him with the activities of the School, the course of training he has to undergo, and the particular traditions of the house to which he is appointed.

(e) All recruits on enlistment to be personally seen and advised by the Superintendent, who will give each man a welcome to the School, encouragement and advice. The Superintendent should again see each man individually after the first 14 days, and thereafter once a month, when he should examine his progress in training and encourage him by inquiring into any complaint or difficulties which he has experienced.

(f) Each "house" should have its own distinguishing marks, badge or colours for parade work and games, so that whenever any man does anything good or bad the house he belongs to is at once recognized. The recruit will so learn that everything he does affects others. If he realizes this at the Training School it will serve him in good stead when he starts doing duty with the public. He will know that every act, good or bad, will affect the Station in which he is serving, the Force to which he belongs, and the Government of the country.

(g) Practical demonstration should be made the key note of all instruction. Motor regulations, for instance, and the parts of a motor car should be taught by means of demonstration on an actual car. The method of sending and receiving a telephone message can be taught on an actual telephone connecting one part of the Training School with another. Men under training should be taken out to a village to investigate an imaginary case of crime specially arranged for the purpose. On the scene they should make notes, and on their return write a report. Some days later they should give evidence in a witness box before a lecturer who will take the part of a magistrate. The recruit will be cross-examined as to his statement. He will thus learn in a practical

manner the use of a notebook, how to carry out the identification of persons and property, the necessity for careful observation, how to draw a sketch of a scene of crime, the correct method of packing and handling of productions, including those bearing, or suspected to bear, finger prints, and how to investigate a case fully and present it before Court. The recruit should be taught the use of every book kept at a Police station, the science of identification by finger prints, and the method of taking finger prints. While at the Training School the recruit will be given instruction in the control of traffic. Traffic signals can be demonstrated on a model street on which models of every kind of vehicles are in movement. Before leaving the Training School he should be sent out on actual point duty in the streets of the town near the Training School for two hours in the week. He will first watch the point duty constable at work, and later take charge of the point working under the supervision of a constable specially trained in this branch of Police work. He will learn "first aid," how to remove a live electric wire from contact from a body, and what to do with a body found hanged.

(h) Educational classes in languages other than the recruit's native tongue should be held in the evenings. Prefects and the more intelligent recruits can assist in teaching backward recruits.

(i) Lectures by experts may be given on the proper handling and packing of productions, on blood tests, the identification of hair, paper, cloth, bullets, poison, on circumstantial evidence, handwriting, forged currency notes and counterfeited coins, the interception of letters and sealed packets, cocaine, hashish, opium, rabies, malaria, etc. These lectures tend to broaden the minds of men under training and fit them to deal with all varieties of crime and difficult situations.

(k) Visits may be paid to places of interest, such as workshops, the Museum, power station, wireless station, telephone exchange, the War Memorial, etc., in order to enlarge the outlook and general knowledge of a man who has come straight to the Training School from a village. On return each recruit to write a note of what he observed and learnt on each such visit.

(l) Games of every kind and boxing form an essential part of the training of a recruit. There is no better training for a Police Officer than the lessons to be learnt in the Boxing Ring, namely to accept the decision of the referee without question, not hitting an opponent when he is down, to keep his temper and shake hands with his opponent at the end of a fight. These lessons of self control are invaluable to a Police Officer.

(m) The imagination and interest can be stimulated by exhibits of implements actually used by criminals in the commission of crime. A small Police Museum on the premises will be found helpful.

(n) A Roll of Honour on which can be inscribed the name of every Police Officer who has been killed in the brave performance of duty will have the effect of perpetuating the memory of a man who has given his life for the Force and of stimulating a recruit to appreciate the highest possible standard of duty.

(o) Everything will depend upon the Officer in charge of the Training School. Provided the right officer is picked, it should be possible to instil in each recruit a proper sense of right and wrong, to develop the sense of self-respect and to establish the public school spirit that a thing "is not done" not for fear of detection and punishment but because such an act would let down the side or the school. In the public schools of England "character" has been formed by centuries of tradition, based on the encouragement of the "team" spirit and the spirit of self-reliance and sacrifice.

In paragraph 78 of this Report it has been stated that at the Jerusalem Girls' College and at the St. George's Boys' School Jew and Arab and all nationalities live, work, play, and feed together. There is no reason why in proper surroundings this should not be successfully done at the Police Training School. A Police Training School on these lines is maintained in Ceylon, and I can only say that it is the greatest asset of the Ceylon police. We were originally in exactly the same position as the Palestine police. The first Training School buildings in Ceylon were very similar to those now existing in Palestine. The building originally occupied was in the heart of the town. There were no Instructors or Officers living

on the premises or in the vicinity. There was no ground or space for recreation and there was every possible temptation and opportunity for a recruit finding trouble in the streets into which a recruit had of necessity to go from his class-room to get air and exercise.

The change to the surroundings in which the present Training School is situated where there is room for recreation, quarters for the staff on the premises and such accommodation for the recruits as has permitted the Training School to be run on the "house" system has made all the difference to the Ceylon police in two ways:—

(a) It has attracted to the Force a type of recruit who would not have attempted to enlist and go through a period of training in the old surroundings. It has had a direct effect on recruiting. Parents see that their lads are well housed, well fed, well supervised, and trained, and they send boys of a class to the new premises which they would not have thought of sending to the old school.

(b) In the formation of character in the recruit. I trust that I will not be deemed irreligious in here repeating a true story of a young constable giving evidence in a recent case in Colombo. Asked his name, he gave it. Asked his number, he gave it. Asked his religion, the answer was "Police religion." If by that was meant that the constable had learnt to speak the truth, not to take an unfair advantage of anyone, to keep his temper, to serve the public, to do his duty in all circumstances by all classes of population, it is submitted that he has gone out into life with something that is going to help him.

90. *Site and buildings, new Training School.*—I suggest that the best possible site for a Police Training School is one out of, but not too far away from the town where the Headquarters of the Force is. Far enough out of the town to make it possible for the School to have a football ground and parade ground so that the recruit can get all his recreation on the spot and walk out of the School on to a football ground instead of into the streets of the town. Near enough for the Head of the Force to be constantly at the Training School, near enough for the Superintendent in charge of the Training School to have direct access to the Head of the Force at all times; near enough to the Headquarters of the Force for the Criminal Investigation Department, traffic and other officers working at Headquarters and in the Headquarters town to come and lecture to the recruits; near enough to make it possible for experts such as the Government Analyst, Government Advocate, Finger Expert, Veterinary Surgeon, Medical Officer, etc., to come and lecture to the recruits; near enough to the town for senior recruits to be sent once in a week for two hours to learn the method of regulation and traffic at a "point." The majority of recruits come from villages, at some stage of their career they will have to do duty in a town and regulate traffic, the ideal situation for a Police Training School therefore is outside but not too far away from the main town or Headquarters of the Force.

There is, I consider, an admirable site for a Police Training School on the outskirts of Jerusalem at Tel Pioth. There is a good stretch of very level ground to the east of the Golf Club and between the Golf Club and the Jewish Agricultural Farm. The site extends to the road leading to the new house for the High Commissioner. It will not be necessary to take up road frontage which can be reserved for the building of houses, the Training School might be built behind such reservation. The land is, I understand, private Arab land which could without difficulty be expropriated. It is about two miles distant from the Police Headquarters in Jerusalem. I have discussed the matter with the Director of Public Works and have been over the site with the Government Architect (Mr. A. St. B. Harrison) and they are both agreed that the site is a capital one. Mr. Harrison is of opinion that if ten acres of this site were purchased there will be room for the buildings, parade ground, football grounds, and an open-air riding school. I would suggest that if the site is acquired sufficient ground should be taken up to provide for two football games to be played at the same time. The reason is that the Palestinian police in Jerusalem and the British police have no ground of their own (a not very suitable ground is rented for their use at the present moment) and a recreation ground for the whole Force in Jerusalem is an urgent need. It will be more satisfactory to get a ground for the Jerusalem and British police and for the Training School on the same site. Both could share the same pavilion and the expense

of upkeep would be less than if the two grounds in different places had to be supervised and maintained. If there is only room for one football ground it will mean that when the British police and Palestinian police in Jerusalem want to use the ground the recruits will not be able to use it and vice versa. Recruits should play some "team" game every afternoon; it is one of the best ways of keeping men fit, of forming character and encouraging the "team" spirit. The British police and the Palestinian police in Jerusalem should be able to play games frequently. The British police in particular have a very fine body of men, they are young, active, and the more chances they get of playing "team" games with the Palestinian police the better.

On the day on which I first visited the site at Tel Pioth on the 8th March, it had been raining. Before going to Tel Pioth I went over the ground in the vicinity of the British police barracks on Mount Scopus. The British police parade ground on Mount Scopus was a sea of mud, and it was impossible to move on it. The ground rented as a football ground for the British police was so muddy that the match fixed for that afternoon had to be cancelled. It was so wet and muddy that it was impossible to walk, much less to run on it. The site at Tel Pioth was perfectly dry. Being high ground with the ground sloping away from it on all sides it has natural drainage. The sun and wind help to dry the ground and this means that on any day of the year a parade ground and football ground will be available for use. There is nothing worse for a Training School than a parade ground and football ground which cannot be used in wet weather. Mr. Harrison is of opinion that about ten acres of land will be required for the Training School buildings, parade ground and to provide sufficient space for two football grounds. The Director of Public Works anticipates the cost of the ten acres of land on this site at £P.4,500.

Accommodation will be required on the premises for fifty recruits and for seventy other men, some of whom will be going through courses to qualify for promotion from the rank of Lance-Corporal to Corporal, from the rank of Corporal to Sergeant, from the rank of Sergeant to Sub-Inspector, while some will be constables brought in from districts for refresher courses. If men up for promotion courses do not fill the School the balance accommodation will be taken up by men of the mounted and foot Police brought in for refresher courses.

I emphasize the fact that on no account should the accommodation for 50 recruits be encroached upon; there shall always be at least 50 recruits under training. This is and always will be the most important side of the work in the Training School and the greatest need of the Force. After recruits have been housed, the accommodation available will be next needed for men qualifying for promotion from Lance-Corporal to Corporal, from Corporal to Sergeant and from Sergeant to Sub-Inspector. It is most important that every man before being promoted should go through a course of instruction and be examined and required to pass an examination. Real efficiency can only be obtained by fixing and insisting upon responsibility. It is no good letting a man wear stripes and calling him a Corporal or Sergeant unless he has been trained to meet the additional responsibility which should be thrown upon him on promotion. A constable may know the law, may know drill and may be a good horseman. As long as he remains a constable it will be sufficient that he himself should be efficient in these respects. Before promotion to the rank of Corporal he should prove to the satisfaction of the Commandant that he is fit and able to instruct and train constables and to take charge of a post. In the case of a Sergeant, that he is fit and able to train constables and supervise Corporals. In the case of a Sergeant recommended for promotion to the rank of Sub-Inspector, he should prove fit to instruct and supervise constables, corporals and sergeants and to maintain discipline amongst a larger body of men than a Sergeant would have to command. He should prove in every way fit to take charge of a station. I regard it as very much more important that men nominated for promotion should be trained to meet the responsibilities of a higher rank than that constables serving in the Force who are going to continue to serve as constables should be brought to the Training School for refresher courses. It is true that at the present time two-thirds of the Force have not passed through the Training School. It is no good worrying about the past. It is more important to look to the future. It is better to let a constable of seven or eight years' service continue to suffer from the disadvantage of not having been in the Training School and take his pension after 15 years service, than to bring him to the Training School for a course of training at the expense of recruits joining the Force, and at

the expense of men nominated for promotion to the rank of Corporal, Sergeant or Sub-Inspector. The future of the Force is going to depend on the recruits who will join the new Training School and on the supervision they will get from the Non-Commissioned Officers and Officers under whom they are going to work. As regards the older constables it will be wiser to cut our losses and think first of the future when the question of accommodation at the Training School is being considered. The accommodation at the Training School must necessarily be limited and will be limited to 120 men. Constables who have not previously been to the Training School should not be admitted to the Training School until after accommodation has been provided for all the recruits and all the Lance-Corporals, Corporals and Sergeants under instruction for promotion.

I would make it a most definite rule that no man is to be promoted from the rank of Lance-Corporal to Corporal, from the rank of Corporal to Sergeant or from the rank of Sergeant to Sub-Inspector in the future unless he has been through the promotion course at the Training School and passed the examination with credit before leaving the School. No exceptions whatever should be made to this rule. It may be found that the Superintendents in charge of Districts will say that a man cannot be spared from the important duty on which he is engaged to go through the promotion course at the Training School. It may be recommended that such a man should be promoted without going through a course. All such applications should be most sternly rejected. The Commandant should lay down his standard as the standard to be reached by a Corporal, Sergeant and Sub-Inspector before promotion, and he will be the only officer able to judge whether each man nominated does or does not reach the standard. Different officers have different ideas and if men are promoted on the recommendation of a Superintendent only without going through a promotion course the effect will be that there will be different standards of efficiency throughout the Force.

The rooms needed at the Training School will be Lecture-Rooms, Dining-Room, Recreation-Room, Library, Dormitory, Kitchen, Latrine, Wash-house and Baths, Canteen, Superintendent's Office, Armoury, Guardroom, Stabling and a drill shed for use in wet weather and to be used for practical instruction in traffic signals, parts of a motor car, boxing, etc. There should be accommodation for a staff of ten Non-Commissioned Officers, a flat for the Adjutant, a flat for the Inspector-Instructor, and accommodation for an Officers' Mess for six officers under training or single officers living in Jerusalem.

In a later part of this Report I am recommending that in future every officer on first appointment should be appointed on probation. He should spend his first year at the Training School, where he should learn Arabic, law, Police orders, riding, and drill. A Palestinian officer recommended for promotion would have to learn English in the same way that an English officer will be required to learn Arabic. During his first year at the Training School, the newly appointed officer will be required thoroughly to get to know the Palestinian constables amongst whom he will have to serve for the rest of his career. He will play games with them, supervise the "houses" and generally take an interest in the life of the individual recruit as well as in the School as a whole. I am recommending that probationary Assistant Superintendents should in turn be appointed in one of the three ways:—

(a) By the appointment by the Secretary of State of a suitable candidate straight from an English public school;

(b) by the promotion of a young Palestinian Inspector, if fit;

(c) by the promotion from the British police of a young Non-Commissioned officer.

All probationary Assistant Superintendents, from whatever source appointed, should be required to live in the Mess at the Training School. This will have the effect of bringing together officers whether appointed by the Secretary of State, on promotion from the British police or on promotion from the rank of Palestinian Inspector. Such a Mess would have great effect in promoting esprit de corps and should be the meeting place of all officers of the Force. Single officers working in Jerusalem could live in the Mess if there were vacant rooms and officers from out-stations who come into Jerusalem on duty could be put up in the Mess.

I would recommend that a house for the Superintendent in charge of the Training School should be built near the Training School. The Superintendent would pay rent in proportion to his salary as is done in the case of other Government houses. I consider it is essential that the Superintendent should live on the

premises. It is on him that the future of the Force will largely depend, and it is his influence not only in work, but in games, that is going to set the standard for the staff and for officers and recruits under training.

The estimated cost of purchasing the site of ten acres is £P.4,500. The cost of buildings, including the Officers' Mess and including the making of a parade ground (the parade ground must be metalled or it will be too dusty for use in dry weather and too muddy for use in wet weather), football grounds, outdoor riding school, stabling, drill shed, etc., is £P.35,000. Total, say £P.40,000. The house for the Superintendent would cost £P.2,000; on this house rent will be recovered. It will be understood that this is only a rough estimate which the Director of Public Works has given to me. Detailed plans have not yet been drawn up, but the Director of Public Works and the Government Architect are of opinion that, apart from the building of a house for the Superintendent, the necessary buildings and grounds should be provided within the sum of £P.40,000 quoted. The Government Architect is making out a rough plan of the buildings required.

If this building can be provided at Tel Pith, that part of the buildings now occupied by the recruits in the town could be, with advantage, made use of by Government for other purposes. The Director of Public Works informs me that at the present time a sum of £P.1,600 a year is being paid as rent for the Commandant's Offices, the Headquarters Stores and the rooms which are being used by the Training School. I understand that between one-third and one-half of the total accommodation in this building is at the present time being made use of as a Training School. If between one-third and one-half of the whole building can be set apart for other purposes, accommodation to the value of £P.600 a year will be available to be put to other use. The Director of Public Works informs me that the rooms now being used by the Training School are urgently needed for storage room for other Government Departments, and the buildings would be most suitable for the purpose. At 20 years' purchase the accommodation set free by the provision of a new Training School amounts to £P.12,000. This will represent some set off against the cost of the new site and buildings, £P.40,000.

It is realized that the cost of the new Training School will be considerable, but I feel sure that under the guidance of the right type of officer (the buildings alone will not form character in the recruit) such a Training School will be of permanent benefit, not only to the Palestine Police Force but to the people of Palestine. The site of a Police station and the dispositions of Police in a district may have to be changed as a town or district develops, but a Police Training School will, I submit, be needed in Palestine for all time. If there should be difficulty in finding the necessary funds for this building out of revenue may I suggest that as the building will be of permanent benefit to the country the cost might be met from Loan funds? The new Training School in Ceylon was built out of Loan funds as being a work of permanent benefit to the people of the country.

91. *Officer in charge of Training School and Staff.*—In a Police Force I consider that there are four "key" positions, i.e., the Head of the Force, his deputy, the head of the Criminal Investigation Department and the Officer in charge of the Training School. The Officer in charge of a District has the District Commissioner to refer to, and if he makes a mistake the mistake may affect the District but is not, generally speaking, likely to affect the whole Force. The work of the Officers in these four "key" positions affects the whole Force. Pick the wrong man for any one of these four posts and the whole Force suffers. At the present time there are three District Superintendents in charge of the Northern, Southern, and Jerusalem Districts. These Officers are ranked as Class 1 Officers on £P.750-25-950. The Officer in charge of the Training School is ranked as a Deputy District Superintendent, a Class 2 appointment on £P.550-25-750. A Training School for the Police is the most important part of any Force. For the Palestine police to-day and for the next 20 years the future of the Force is, in my opinion, going to depend to a great extent on two men, the Officer Commanding the Force and the Officer Commanding the Training School. I would recommend that the post of Officer Commanding the Training School be made a Class 1 appointment and that the Officer Commanding the Training School be paid and should rank as a District Superintendent on £P.750-25-950. I consider the present Superintendent in charge of the Training School, Mr. A. J. Kingsley-Heath, to be an excellent type of Officer for the charge of a Police Training School. He has a high sense of duty, a great desire to do the right thing in all circumstances, he is keen on his profession, reads and makes a study of it, he is hard-working, keen on the Force, and takes a personal interest in his men and staff. He has passed the examination in Arabic,

he has a good knowledge of the law, and is this year going up for his Bar final examination. I recommend that he be appointed Superintendent of the Training School on £P.750-25-950.

The instructional staff at the Training School should be the best men of their rank available in the Force. They should be frequently changed (say once in every two years) so that they do not get in a groove. The men who are doing best in districts in regulating traffic, maintaining order in crowds, investigating crime, who have a good command of men should be drafted in to the Training School as Instructors, and they should tell the recruits of their own personal experiences. In two years a man employed on instructional work gets stale and is out of touch with the latest developments in Police work. A man in the Force who is doing work as a detective may get a reward or a special commendation which may lead to his early promotion. It is being recommended that men employed as detectives on plain clothes duty should get a special allowance in recognition of the difficulties and importance of their work. Instruction at the Training School is work of no less importance to the Force and to the country. The training of Palestinian recruits is of vital importance to the future good order of Palestine. Work of such a nature requires exercise of the greatest amount of tact and patience. As one batch of recruits moves out another batch is brought in and instruction has to start all over again. I recommend that in order to encourage the best men in Districts to be selected for the appointment of Instructor at the Training School special allowances be granted to the Instructors of the Training School as follows:—

One Sergeant Law Instructor	£P.2 a month.
One Sergeant Musketry Instructor ...	£P.2 a month.
One Sergeant Drill Instructor	£P.2 a month.
One Mounted Sergeant Instructor ...	£P.2 a month.
Four Corporal Instructors	£P.1 a month each.
(One Mounted, three Foot).	

Total £P.12 a month.

I would recommend that it be made a rule that the Instructors should be changed every two years and that no Instructor should draw the special allowance unless he is in every way fit for it. The Superintendent of the Training School should, half-yearly in January and July, revise the list of Instructors drawing allowances at the Training School and if any man is not fit and up to the standard the allowance should be stopped. If at any time an Instructor gets slack he should lose his special allowance for such a period as the Superintendent in charge thinks fit. The very fact that it is taken away from him for three months may have the effect of bringing him to a state of efficiency. The allowance should not be looked upon as an addition to the monthly pay but as a special allowance to be earned monthly by good work and the exercise of patience out of the ordinary. I recommend that both Arabs and Jews should be employed on the staff at the Training School and that a good proportion of Instructors at the Training School should be Jewish Officers.

92. *The Officer in charge of the Training School to be directly responsible to the Commandant.*—The Officer in charge of the Force must work on certain principles and he must have a policy and his own ideas as to the lines on which he wishes to see the members of the Force trained and supervised. He must have ideas of his own as to the lines on which crime can, so far as is possible, be prevented and, if committed, the methods by which cases of crime should be investigated and the method by which cases should be prosecuted in a Court of Law. The best chance the Officer in Command of the Force has of impressing his principles and his personality and influence on the Force and his ideas as to how Police work should be done is through the Police Training School. He should impress his policy and his ideas first on the staff and through them on every officer and man under training. His responsibility does not cease with a direction to a new staff once in two years. It is only by constant visits to the Training School, by watching the recruits under instruction and the staff at their work, by inspecting all recruits, officers and all ranks up for promotion courses before they leave the Training School that the Commandant will be able to judge if his policy is being carried out. Hardly a week passes in which there is not something new reported in Police work in some part of the world. It is the duty of the Head of the Force to keep in touch with all such developments and see that the Training School of his Force

keeps up to date and moves with the times. I recommend that it be definitely laid down that the direct supervision of the Training School is one of the most responsible and important of the duties of the Commandant. The Commandant visits, or should visit, at least once in a year, every Police station and Police post in the country. He is in a position to judge how the training which the recruit went through at the Training School is influencing him in his career as a constable in an out-station. The Commandant will be in a position to judge the work of the Training School staff not only on his visits to the Training School but on every occasion that he visits or inspects an out-station. He will probably be able to judge his Training School staff best at his inspection of the most remote out-post. As he goes round the districts the Commandant should make inquiries from his officers as to how recruits who came to the district from the Training School are shaping. He will be in a position to judge the value of the criticisms of the officers if he himself sees the recruits at each end, namely at the Training School and in the Districts. In order that he may be sure that the recruit or Non-Commissioned Officer before leaving the Training School is up to the standard which he has in mind, I recommend that the Commandant should personally inspect each batch of recruits, Non-Commissioned Officers and officers before they leave the Training School.

The Officer in charge of the Training School should have direct access to the Commandant at all times and the Commandant only should give orders to the Superintendent in charge of the Training School. There is no room for mistakes in the control of so important and vital a part of the Force. Other Senior Officers may and should be encouraged to visit the Training School as visiting and lecturing officers, but no officer should be in a position to give orders as to the system of training and the method of control and the management of the Training School but the Head of the Force. It is his policy, his principles and his influence which should be reflected in the Training School. He only should issue orders to the Superintendent in charge of the Training School in regard to the system of training and control of the School.

93. *Visit to the Ceylon Training School.*—If it is approved that there should be a new Training School for the Palestine police to be maintained on the "house" system, and if it is decided that Mr. Kingsley-Heath should be in charge of the Training School, might I be permitted to suggest that it may be useful for Mr. Kingsley-Heath and one of his Palestinian Instructors to visit the Training School of the Ceylon police to study the lines on which recruits of all nationalities feed, live, play, and work together and to see the lines on which an effort is made to form "character" in the recruit in the "house" and other systems which have been adopted. I trust that it will not be thought that I am advertising the Training School of the Force which I have the great honour to command or that I presume that it is better than the Training School of any other Police Force. I mention Ceylon for these reasons:—

- (a) It is within eleven days' journey from Palestine;
- (b) The problem of feeding and housing different nationalities together has been successfully faced at this School;
- (c) It is the only Police Training School I know of that is, at the present time, being run on the "house" system.
- (d) Officers on first appointment, European and Singalese, are all instructed at the Training School and live together in a Mess on the premises.
- (e) The old Ceylon Police Training School was in the heart of the town of Colombo very much as the Palestine Police Training School is in the centre of Jerusalem to-day. The new Training School at Colombo has a parade ground and a football ground, drill shed, open-air riding school, and a study of the layout of the grounds and buildings may be of help when the new Training School at Tel Pieth is being constructed.
- (f) The cost of such a visit would not be great. The cost would only be the cost of return passage for Mr. Kingsley-Heath and a Palestinian Instructor from Port Said to Colombo and the cost of their actual expenses in Ceylon. A month in Ceylon should be sufficient. The whole trip should not take more than seven weeks. While in Ceylon Mr. Kingsley-Heath could live in the Officers' Mess by the Training School and the Instructor could be accommodated at the School. The actual expenses should be met and the cost would not be high.

(g) After spending some time himself at the Training School and seeing what points he particularly wished his Instructor to be instructed in, Mr. Kingsley-Heath might leave his Instructor at the Training School and could then go round some of the stations in Ceylon and see the effect of the system of training at an out-station and see how the recruit is continuously trained and supervised after he leaves the Training School.

Mr. Kingsley-Heath has gone to England on leave and I understand he will be back in Palestine in August. If approved he might come on to Ceylon with an Instructor at a convenient date after his return from leave. I venture to think that if it is decided that a new Training School should be started in Palestine the cost of a visit such as that indicated will be found to be money well spent.

94. *Training to be progressive, a weekly instruction class to be held in each Police station and post.*—There is sometimes a tendency on the part of the recruit to think that after passing out from the Training School he has nothing more to learn. The amount of instruction that can be imparted in a given time is limited. New laws and regulations are frequently made and as new discoveries are made and new methods in Police work evolved in other parts of the world those that are applicable locally must be tried or adopted. The training of a Police Force must be progressive. I would suggest that provision should be made for this instruction in the following way:—

(a) Weekly Police Orders issued by the Commandant should include a note or report on any case or point of special interest which has come to notice in the investigation of crime, and any new method of dealing with traffic or preventing crime which has proved successful, so that all may profit by the experience gained. Members of the Force may be encouraged to send up to the Commandant any new and interesting point in a case which has come to their notice in the course of an investigation which should be brought to the notice of other officers, in case at any future date the same point may arise in any case they are investigating. In this way the pooling of experience is encouraged. A Police officer who has in the course of his work come across some interesting and new idea gives his knowledge to the rest of the Force in exactly the same way as a Medical man who has made a new discovery or discovers a new way of carrying out an operation makes his knowledge known to other medical men by means of the British Medical Journal. The name of the Police Officer who sent up the matter for publication should be mentioned in the Orders and he should be given credit for it.

(b) A great deal can be learnt by Police Officers of all ranks by reading the reports of famous trials in England. There is always some point of special interest to a Police officer in every case. The "Famous Trials Series" includes reports of many famous criminal trials in England and the cost of each is 10s. 6d. The issue of some of these reports to each district from the Police Fines Fund might be considered by the Commandant. Another book which is most useful for instructional purposes is "Criminal Investigation" by Hans Cross. It costs £1 4s. 0d. The list may be supplemented by the reports of interesting trials and investigations in Palestine.

(c) The reading of the "Police Journal" may be encouraged. In this journal the latest methods in Police Forces all over the world in the prevention and detection of crime, the control of traffic as well as professional criticisms of present day methods and the views of scientific authorities on criminal cases are made available to Police officers throughout the world and prove to be of the greatest assistance in promoting professional keenness and in keeping a Police Force up to date.

(d) At every Police station and post an instruction class should be held on one day of the week at a fixed time in the morning and in the evening so that men who are on duty and miss the morning class can attend the evening class. At this weekly instruction class the weekly orders issued by the Commandant on the lines described in (a) above should be the subject of special instruction. It should be arranged that the weekly instruction class is held on a day subsequent to the issue of the Commandant's Orders. For example if the Commandant's weekly Orders leave his office every Wednesday the instruction class in each station and post should be held each Friday. In addition to the Commandant's Orders, any orders by the Superintendent of the District or Assistant Superintendent of the Division or the officer in

charge of the station should be made the subject of instruction. All Police officers present should be instructed in and required to take down in a note-book a note of the description of absconders at large, persons wanted and property lost regarding which some information may possibly be got in the District or in the station area. Men should be questioned as to their powers in regard to dealing with riots and disturbances and their powers in regard to the protection of persons. They may be questioned as to their powers generally under the law and they may be questioned in general knowledge affecting the district and the station area in which they are serving such as for example the description of and *modus operandi* adopted by most dangerous criminals in the station area. The photographs of the worst dangerous criminals may be shown to the class.

(e) At each station an "Instruction Book" should be kept in which the officer in charge of the station should record each week the special subjects or points on which he instructed the men.

(f) On each inspection of a station or post instruction should form a definite part of the inspection. It is suggested that the inspecting officer should definitely enter in his inspection notes on what particular points he instructed the men.

It would be of the greatest assistance to the Commandant if his weekly orders could be printed. Until officers in charge of stations are sufficiently educated to read English the orders will have to be printed in English, Arabic, and Hebrew. I understand that Arabic cannot be roneoed with success. Copies in Arabic if roneoed have to be re-written in districts. As the education of the Force improves copies in English only would be necessary. May I say that a Government Printer would be a great help to the Police Force in getting out weekly orders to each station. Until there is a Government Printer the weekly orders will have to be roneoed.

95. *Handbook of Instruction and Book of Police Orders to be issued for the guidance of each Police Officer in the Station.*—There is at the present time no Handbook of Instruction which can be placed in the hands of every recruit and officer on joining the Force. In paragraph 87 of this Report reference has been made to the responsibility and the power which is entrusted to a constable. The duties of a Police officer are necessarily most varied. He should of course at the Police Training School receive oral instruction with regard to the duties which he will be called upon to perform when he is called upon to do duty in the street or on patrol. It is, however, of the greatest assistance to the recruit and to every Police officer if he can find ready at hand, in a book printed in his own language, some account of the general principles that govern the work of a Police officer, his responsibilities towards the public as well as to the Force in which he is serving, a brief note of the powers which the law gives to him and of the action which it is possible for a Police officer to take in certain circumstances. There is, I think, in practically every Police Force a handbook of this kind which is issued to every Police officer on first appointment and the book is kept by him throughout his service. A book of this kind is, I submit, specially needed in the Palestine police. Two-thirds of the Force have never been through a Police Training School, and though it can never be hoped that the men who have not been through a Training School will ever have exactly the same advantages as a constable who has had the good fortune to go through a course of training on joining the Force, it should prove of the greatest help to all men now in the Force who have not been through a Police Training School if a Handbook of Instruction, printed in their own language, could be issued to every man in the Force. Such a book would also be of great help to the British police on first arrival. The majority of the British police have not previously served in a Police Force. A great many have served in the Army and some in the Navy. The majority therefore know their drill and how to fire a rifle; what they do not know is their powers as a Police officer. As in the case of recruits of the Palestinian police they receive a certain amount of oral instruction on first arrival, but what each man needs is a book which he can refer to and read in his own time and which he can take with him when he goes out on detachment. With the wider distribution of the British police proposed it should be of great assistance to men on detachment if each man can take with him a handbook of instruction.

In the year 1926, by his Confidential letter of 3rd November, the Commandant reported to Government that the Force needed a book of this kind, and he stated that Mr. Justice Webb was prepared to compile a book for the Force. The Commandant suggested that on completion Mr. Justice Webb should be paid an honorarium of £P.50 and that the book be printed in English and translated into Arabic and Hebrew and printed in those languages at Government expense. The Secretary of State by his despatch No. 59 of the 11th January, 1927,* approved this proposal and stated that he assumed that the Commandant of Police would keep in touch with Mr. Justice Webb during the compilation of the work. No book has yet been published. The Commandant informs me that the reason is that the laws of the country are constantly changing. The laws are, no doubt, constantly changing, but may I point out that this is bound to happen in every country and will continue to happen in Palestine. The only course possible, I submit, is to get out the Handbook and if and when the law is amended correction slips can be issued to be pasted in the Handbook.

I handed to the Attorney-General a copy of the Constable's Manual which is issued to every man on first appointment in the Ceylon police and asked the Attorney-General if, in spite of the fact that the law in Palestine is constantly changing, it would not be possible to get out a book of this kind for the use of the Palestine police. The Attorney-General on the 14th March wrote the following note :—

"I have read the Constable's Manual of the Ceylon police and am convinced that some book of the kind will be of great use for the Palestine police. There seems no reason for holding up the issue of a book of the kind till the new Criminal Code is enacted, which is likely to involve a delay of some time. Only a very small part of the Ceylon Manual is concerned with the definition of offences that are included in the Penal Code, less in fact than two pages out of the 100 pages. The laws with which the Police are particularly concerned will not be affected by the provisions of the new Criminal Code. Those laws are the Police Ordinance, the Arrest of Offenders and Searches Ordinance, the Criminal Procedure (Evidence) and Release on Bail Ordinances, 1927, the Trial Upon Information Ordinances, and lastly the Criminal Law (Seditious Offences) Ordinance, 1929. The Police should have a book stating clearly and simply their duties and obligations under these laws, and including also, as does the Ceylon Manual, notes about other laws concerning common offences."

I may say that the Attorney-General informed me that he would be only too pleased to assist the Commandant in getting out such a book as soon as possible. May I be permitted to point out that in publishing such a Handbook it is not a case merely of stating what action should be taken by a Police officer in each separate kind of offence, and, as the Attorney-General points out, it is not necessary to go into detail with regard to the definition of offences and the penalty of each offence. I think almost the most important part of such a book is a chapter in which the general principles which govern the work of a Police officer, the conduct of Police on duty, the duty of a Police officer towards the public, is published. A great part of the book would be taken up by chapters or paragraphs under the following heads :—

Conditions of enlistment, general duties and responsibilities of a Police officer, relations between Police and the public, relations between Police and the headmen. Action in case of fire and of disturbance. Powers of a Police officer in regard to the protection of persons. Conduct of the Police on duty, method of keeping a notebook, giving evidence in Court, confessions to a Police officer. Dealing with juvenile offenders, cases of drowning, electric shock, dead bodies found, rabies, etc.

Changes in the law will not affect the general principles which govern a Police officer's work and his attitude towards the public. The Royal Commission on Police Powers and Procedure, 1929, in their Report (Cmd. 3297) referred to this matter as follows :—

"Paragraph 21.—. . . What the constable really requires, above everything, is a sound grounding in the spirit and traditions of his office and in the general knowledge essential for the performance of his normal duties.

"Paragraph 22.—. . . The multiplication of rules and instructions not only hampers the individual constable in the execution of his duties, but in a sense may operate as an incentive to him to act up to the limit of what is allowed by the letter of the instructions, rather than to pay attention to their underlying spirit. In our opinion the aim in view should be to lay down as few and simple instructions as possible, whilst emphasizing and illustrating the spirit in which a Policeman should carry out his duties and the general principles which should guide his action.

* P.F. 19742 M.E.

"Paragraph 47.—We here wish to emphasize that this standard Instruction Book should aim primarily at indicating the general principles which should guide a constable at his work, rather than at laying down precise instructions with regard to every detail of his duties. . . ."

The Royal Commission went on to say in paragraph 47 of their Report that they were unable to accept the view expressed by the late Commissioner of Police of the Metropolis that "the Policeman always takes the thing by the letter and not by the spirit," and "You must lay it down very definitely in regulations how a Policeman is to act." May I be permitted to say that the Royal Commission rendered great service in emphasizing the point that they did not agree with this interpretation of a Police officer's attitude towards his duties. A Police officer must be told in what cases he has the power to arrest, but the instructions he needs are much more instructions as regards the general principles rather than the detailed action which he will by regulations be required to take in every matter that may come to his notice. In many instruction books compiled for the use of the Police in England an address to Police officers and Police constables on their duties by the late Lord Brampton is published. The words written by Lord Brampton are as true of Police work to-day as on the day on which they were written. It is with regard to the general principles that instruction is most needed, and I recommend that steps should be taken for the publication of a handbook for the Palestine police at an early date. The handbook should be printed in English, Arabic and Hebrew, and issued to every man of the Force. I have handed a copy of the Ceylon Police Handbook to the Commandant. In this book will be found examples of the manner in which correction slips to the Handbook are issued from time to time.

The "Handbook" proposed should give every Police officer some idea of the general principles on which the duty should be carried out.

Another book that should be available for the Officer in charge of each station and for superior officers such as Sub-Inspectors, Inspectors and Assistant Superintendents to read on first appointment and for them to refer to when necessary is a printed copy of the more important permanent orders affecting the organization and supervision and work of the Force. At the present time administrative circulars are issued by roneo in a considerable quantity. These roneoed circulars are bulky, many of them are out of date and some are not of such a nature that need permanently be kept on record. I would suggest that the more important of the orders of a permanent nature should be collected and printed in a book which might be termed the "Departmental Order Book" in order to prevent any confusion between this and the "Police Handbook." It will be found necessary to revise, amend, and add to the Departmental Order Book from time to time and this, as in the case of the handbook, can be done by the issue of correction slips. A book of this kind will be of great assistance in each Police station and office and it will be of considerable assistance, I feel sure, to officers on first appointment.

96. *The "Team" Spirit established in the Training School should if possible be continued in districts.*—A constable on passing out of the Training School will in all probability, I take it, do duty in a station of some size for some little time before being sent to an out-post. In out-posts where the number of men is small anything in the form of "Team" games and of "Team" work in routine matters is more difficult to arrange for than in a big station. At large stations it may be found possible to work the station on the "Team" system much on the same lines as work and games in the Training School are supervised and arranged for. As to whether this is possible or not is entirely a matter for local arrangement and for the consideration of the Officer in charge of each large station. The details would have to be left entirely to him. May I suggest that at large stations where there are a number of sergeants it might be possible to divide the men into "teams" and place a sergeant in charge of each. Each sergeant might be made responsible for looking after the Service Record, notebook, constable's handbook, kit, recreation, discipline, and drill of the men in his "team." When a recruit leaves the Training School and finds himself in a "team" in the station he goes to and finds that there was a sergeant specially told off to take an interest in him it should have a good effect in encouraging the constable to continue to regard himself as one of a "team" working for the good of the station and for the good of the Force.

97. *Recreation at out-stations.*—Personally I should like to see some means of recreation provided at every station and post as well as at the larger stations. At large stations it is easier to arrange for "team" games such as football, and indoor

recreation can be arranged for by the grant of a billiard table, and by the establishment of libraries. It would be a good thing if, at the Training School, some form of indoor and outdoor games which could be played by a small number of men and are suited to the people of the country could be devised. In Ceylon we were faced with the difficulty that a recruit, or a young sub-inspector who had been accustomed to play games at school before he joined the Force and had played games regularly at the Police Training School went to an out-station and from that moment forward games went out of his life for there were not enough men at an out-station to play such "team" games as cricket and football. The game of "volley ball" was then discovered, a simple game which can be played on any piece of ground, smooth or rough, and can be played within a small space. The only source of expense is a net and a ball slightly smaller than a football. The game can be played by nine, six, or three persons on a side and the size of the court can be reduced according to the number of players. Young and old, big and small, can play the game. The rules are simple and all that is required is to push the ball backwards and forwards over the net. A certain amount of "team" work is provided by the fact that the man or men in the back row pass the ball to the man or men in the middle or front row and the ball may only be touched three times consecutively by members of one side, the third time the ball is touched it must go over the net. After being first taught at the Police Training School in Ceylon the necessary materials were issued to every station in the island and each Police station is now the meeting place in the evening for villagers, headmen, postal employees, criminals, etc., who come to the Police station and join the Police in playing volley ball. This fosters a feeling of friendship and mutual trust between the Police and the public and induces the belief that the Police are the servants and friends of the public and at heart are earnestly desirous of gaining the confidence, help and friendship of the people for whose security they are responsible. You never get to know a man well unless you play a game with him, have a meal with him or live under the same roof with him. A game of this kind has effect in not only providing means of recreation for the Police at an out-station but in keeping them together in the evening. By meeting the public in the way described the Police not only acquire their friendship but obtain information from them as to what is going on. At one station in the Southern Province of Ceylon the most dangerous criminal in the station area joined in the games of volley ball played at the station. He did this for three years and never in the course of this time again committed a crime. He has now become the Police station cooly. In another station where there was constant friction between the Police and the Post Office authorities with regard to the working of telephone exchanges for which the Police and the Post Office authorities were both responsible, the friction ceased entirely on the game of volley ball being instituted, for the Post Office employees came to the Police station each evening to play this game and the Police and the Post Office authorities began to realize that the "team" spirit which applied to a game applied equally to work.

I mention the point not as necessarily advocating the one particular game of volley ball but as suggesting that something on these lines which may be found suitable to local conditions might be started if possible in Palestine. Vernacular newspapers might possibly be issued to out-stations and simple indoor games which the people of the country are accustomed to play. Books might be supplied on a changing library system, one station or post passing on books to another. All tend to keep the Police informed as to what is going on in the world and encourage young constables to keep keen and to improve their education by reading.

There is in existence a Police Fines Fund in which I understand there is a considerable balance in hand (£P.5,000). During the year 1929 the amount spent on sports gear and recreation rooms for the Palestinian section of the Police was £P.39. It might be found possible to do more for the Palestinian section of the Force in the way of providing means of recreation both indoor and outdoor.

98. *Officers to be encouraged to attend courses of instruction.*—I would suggest that every encouragement should be given to officers to go through the Metropolitan Police Course for senior officers and also to attend the Course of Study organized by the Prisons Commissioners in England and Wales for officers from overseas and the Belfast Police Course of Instruction.

The Metropolitan Police Course for officers lasts three weeks and there are three courses in a year, held in June, July and November. An advanced Course

for senior officers who have been through the ordinary course is now proposed and such a course would be of the greatest benefit to senior officers in keeping them up-to-date in modern methods of police work and in the application to police investigation of modern science and pathology.

The Course of Study arranged by the Prisons Commissioners includes instruction in the method of working the Probation system. Children's Courts, Boys' Clubs, Remand Homes and Borstal Institutions; the system of classification of prisoners, the separation of the young and adult prisoners from hardened offenders and treatment of the hardened offender. This course of study is of value to a Police officer as well as to officers employed in a prison service. May I also say that this course should also be of value to a Magistrate.

This course lasts about three weeks and is held once a year in the month of June. The great advantage of this course is that officers under training have the benefit of the personal instruction of Mr. Alexander Patterson, M.C., who is the greatest authority in the British Empire to-day on the best method of preventing a youth from becoming a criminal, and as to the best method of training an offender when first sentenced to a period of detention.

The Belfast Police Course, which lasts three months, consists more of instruction in drill, law, etc., than the courses previously mentioned.

The courses mentioned are of different kinds and cover different subjects. They are all of value to Police officers in different ways. It might be useful for some officers to do the Belfast Police Course. For officers more interested in the prevention of crime the Overseas Prisons Course would be useful. To officers interested in the investigation and detection of crime and in general Police organization and administration the Metropolitan Police Course would prove of value.

As it is a direct benefit not only to the individual officer but to the Palestine police and, if I may say so, to the country as a whole, that officers serving in the Police should be encouraged to attend these courses, I would suggest that in the case of a deserving officer recommended by the Commandant the period spent in going through the course should be counted as duty and not as leave. I have myself been through the Metropolitan Police Course and the Overseas Prisons Course and can certify to the fact that the officer's whole time is fully occupied while on these courses. The officer is kept at it all day and every day, and while at the course he has no time to himself. In the case of officers from India and from Ceylon and, so far as I know, from other Colonies, the period spent on these courses is counted as duty and not as leave and I would recommend that this course be followed in the case of an officer in the Palestine police going through these courses.

I would particularly recommend that encouragement should be given to suitable Palestinian officers to go through the Metropolitan Police Course and the Overseas Prisons Course. Such officers must, of course, have a thorough knowledge of English and should not be recommended for the Course unless they are able to grasp the details of instruction which they would receive. Subject to this they would be welcomed at these Courses. The Metropolitan Police Course and the Overseas Prisons Course only last three weeks and I think they would open the eyes of the Palestinian Police officer to the infinite possibilities of a high standard of work and endeavour in all branches of Police work. If a Palestinian went to England to attend one of these courses I would recommend that a special letter should be given to him which he could present to the Metropolitan Police or Prison Commissioners asking that special permission should be obtained for him to watch proceedings in the Metropolitan Police Courts. I think that the manner in which a Metropolitan Stipendiary Magistrate gets through and deals with every case on the morning following the day on which the offence was committed, without any thought of postponement and yet invariably doing substantial justice to both sides, would serve as a real education to a Palestinian officer who has been accustomed in the past to other methods.

There is a proposal on foot that there should be in the Empire one central Staff College for the training of Police officers who appear likely to be fitted for higher command. The details of the proposal are at the present time being discussed in England. Should such a Staff College be established I would recommend that every possible opportunity be taken of getting admitted to it any officer or officers of the Palestine police who may from time to time appear likely to be fitted for higher command.

I have made mention of these courses of instruction at some length in view of the fact that so few of the officers of the Palestine police have had previous experience of Police work before being appointed to the Palestine police (the majority have been appointed direct from the Army or Gendarmerie). I think that every encouragement should be given both to British and to Palestinian officers to go through these Courses. In the case of the Palestinian officers having any difficulty with regard to leave out of the country I would recommend that special leave be granted for this purpose.

PART XI.

Supervision.

99. *Waste of money building a new Training School unless the constable is going to be supervised when he leaves the Training School.*—In paragraph 87 of this Report it has been stated that more is required of a constable than of any other class of Government servant of corresponding position and pay. The constable is granted the extreme power of interference with the liberty of the subject. He has the power of arrest and the power of search. This is the greatest power which can be given to any subordinate Government officer. The constable has exactly the same powers of arrest as the Commandant. The extent of this power and the possibilities of the abuse of it are not always realized. It is not fair to the public or to the Courts to give a constable these wide powers unless he is thoroughly supervised. My experience of constables in Ceylon is, and I gather that it is very much the case in Palestine, that a constable responds very readily to training, but it is astonishing how quickly he can fall away from a high standard if he is not kept up to the mark.

In Part X of this Report a system of training at a new Police Training School has been suggested as the best way of attracting an intelligent class of man into the Force and giving him a good start. The new Training School is going to cost a considerable amount of money, and the money spent will go to waste unless the training and supervision which the constable will get in the new Training School is continued in the District to which he is posted. The training must be progressive as suggested in paragraph 94 of this Report. The "team" spirit established in the Training School should be maintained in the Districts as suggested in paragraph 96 of this Report. The system of regular "team" games started at the Training School for Palestinian constables should be kept up. Officers in charge of Districts and Divisions cannot leave the training of the Force entirely to the Training School. Each man's training is going to continue from the day he joins the Force to the date on which he retires. Every officer in the Force, from top to bottom, must take a definite interest in the training and supervision of the men.

100. *Reason for the appointment of superior Officers in the Police Force.*—The reason that a Police officer is promoted or appointed to a superior rank is not because he is the best detective or the best horseman in the Force; the humblest constable may be a far better detective or rider. The object of appointing a number of superior officers is to provide for the training and supervision of the rank and file. Men are not angels and there is no one in the world who is not the better for supervision. If every constable could be relied on to do his duty by the public in all circumstances, there would be no necessity for superior officers. Constables could take their cases direct to the Courts. It is because of their very wide powers that subordinate Police officers in particular need supervision. It is, I submit, the duty of a superior officer to devise and maintain checks on constables which will prevent them from interfering unnecessarily with the liberty of the subject. A great deal can be done in the way of supervision to prevent a constable from going wrong. The Royal Commission on Police Powers and Procedure, 1929, in their Report (Cmd. 3297, paragraphs 22 and 34) made reference to this matter of supervision in the following terms:—

"22. . . . We are not unmindful of the many temptations to which a constable is necessarily exposed by the position in which he is placed and we think that those responsible for the administration of the Police should do all in their power to minimize these temptations.

"34. No improvements in personnel will produce the ideal Police organization unless there is at all times and in all Forces the closest personal contact between the Chief Officers and the men under their command. There is always a danger that, in the case of very large Forces, particularly in great cities, this personal contact between the Police Chiefs and the ordinary constable may be difficult to maintain, and yet it is vital to the tone and well-being of the whole Service. Without it, and still more if the individual constable is regarded merely as an abstraction; labelled with a letter and a number; drawing so much pay and allowances; entitled to the periodic issue of so much clothing and equipment and to a pension on retirement, the human spirit is bound to be lacking without which a Police Force can neither attain the highest efficiency nor win and hold the confidence of the public."

101. *The effect of supervision on the Palestinian.*—One cannot but be struck with the bearing, smartness and efficiency of the Trans-Jordan Frontier Force. They did well during the disturbances in August, 1929, and have a good name. When Safad was in need of assistance during the disturbances 25 men of the Frontier Force did a forced march from Zerka to Safad, a distance of 104 miles, in 36 hours. On my visit to Zerka on the 3rd March I saw a team of the Frontier Force playing against a detachment of Royal Air Force at football. The Frontier Force side was composed of three British, three Jews, two Arab-Moslems and three Arab-Christians. A British officer captained the side. I submit that the spirit which exists in the Frontier Force is exactly the spirit which the Palestine police need to-day. So far as I can judge the officers of the Frontier Force have exactly the same material to work on, but the men are housed together, feed together and are under the constant supervision of British officers both in work and play.

102. *The Palestine police are not getting the supervision they need.*—The following points came to my notice on my visits to stations and posts. Stations and posts are not being sufficiently visited by British officers. In many cases the entries made in the Officers' Visiting Book at out-stations were very brief. In the majority of cases the visit was recorded, but in some cases the entry gave little idea of what was done or what was seen. In one District the visiting officer had not even taken the trouble to sign the book. The inspections, generally speaking, were not thorough. Except in the Ramleh and Beersheba Districts I was not satisfied that there was any real check by officers on patrolling. The Beersheba District was the only District in which I found that a regular programme of patrols from different stations meeting and checking each other was organized and laid down by the officer of the Division. Mr. Miller, the Assistant Superintendent in charge of the Beersheba Division, had laid down a patrol programme showing from what stations patrols should be sent out, the time they should leave their station, where they should meet, and the time of arrival or contact. He had also laid down general instructions to be observed by Police patrols. Patrols need supervision and check just as much as a constable on point duty or as a detective needs supervision. I found that there was no real check on inspections being done in each District. A monthly form (P.302) is now sent in from each District to the Commandant in which space is left for entries to be made under the following heads:—

Strength;
Stores;
Remounts and forage;
Health;
Municipal Police;
Village ghaffirs;
Inspections;
Report of Police operations;
Persons bound over under Prevention of Crime Ordinance;
General Remarks.

Everybody at Headquarters whom I have consulted informs me that this report is quite useless, and, so far as a record of inspections is concerned, I found the report to be inaccurate. The report for the Northern District for the years 1928 and 1929 showed no inspections in the months of March, April, May, July, August, and November, 1928, by the Superintendent in charge of the District, and no inspections in March, April, September, October and November, 1929. On the matter being looked into it was found that the report sent in on form P.302 was inaccurate. There is in force an order dated 8th March, 1923, in which

it is laid down that an Officers' Inspection Book will be kept at each Police Station and out-post and that, whenever the station is visited by an officer, he will make an entry in the book stating:—

Date and time of arrival ;
Officers present ;
Numbers and names of men present ;
Where men not present had gone to ;
Result of inspection of buildings, arms, horses, saddlery, etc. ;
Kit inspection ;
Result of inquiry into any cases reported ;
Checking inventories and stating any shortage in kits or Government property ;
Examination of men in drill—normal exercise—Police duties ;
Number of prisoners or detained persons found in the station ;
Remarks favourable or adverse in regard to men, horses, etc., and work done ;
Inspection of all books, checking cases inquired into, and patrols carried out ;
Result of interview with mukhtars and other notables ;
Any other remarks concerning the station and the work done ;
Date and time of departure ;

and it is stated that "in this manner officers making subsequent inspections would be able to see what has passed before and can check faults and remedy defects." This order is an admirable one but it is not being enforced. The order issued was signed by Mr. Mavrogordato. The last sentence quoted in inverted commas above explains the need for an entry being made in the Officers' book as to exactly what was done at each inspection. The only really good inspection report that I saw on my visits to stations was an entry dated 1st July, 1924, by Major Wainwright, in the Officers' Visiting Book at Beersheba ; the entry was made by Major Wainwright when he was in charge of the Southern District.

In my opinion every Police station and post should be visited at least once a year by the Commandant. Apart from the value of a personal inspection by the Commandant, it is only by inspecting stations and posts that he can judge how his Superintendents and Assistant Superintendents are themselves inspecting stations. The conduct of the men at the station, the turn out and drill of the men, the organizing of patrols, the prevention and detection of crime, and the entries in the Officers' Visiting Book made by the Superintendent or Assistant Superintendent would indicate to the Commandant better than anything else how his officers are doing their work. The best way to inspect a Superintendent is to inspect his furthest out-post. There are in Palestine at the present time 31 stations and 57 posts. Of these, 17 stations (some visited several times) and 7 posts (one visited twice) were visited by the Commandant in 1928. In 1929 the Commandant was on leave from the 7th June to the 8th September. In 1929 19 stations were visited (some several times) and 7 posts (three times). I would recommend that every station and post be visited at least once a year by the Commandant in the future. There is an order laid down by the Chief Secretary, dated 17th January, 1928, and issued to the Commandant, in which it is stated that:—

"I am directed to inform you that His Excellency the High Commissioner desires to receive from time to time inspection reports from you of tours which you undertake of any of your District offices and out-stations."

I cannot find any trace of any report having been sent in by the Commandant. I find that in the year 1928 36 days of the Commandant's time were taken up by visits to Egypt and in 1929 33 days (the Commandant was on leave during three months in 1929). In a later part of this Report reference will be made to the cost of these journeys to Egypt and to the necessity for them. I venture here to state that, in the present condition of the Palestine police, the days spent in Egypt might have been well spent in visiting and inspecting Police stations and posts in Palestine.

I find that there is no regular system of parades and instruction classes laid down for the whole Force. If it is laid down in any order it is not being systematically observed. In the Southern District I found a very good system of regular weekly parades and instruction classes which had been laid down and

was being enforced by the Superintendent. In other Districts there did not appear to be any regular system in force. At the present time the holding of parades and instruction classes appears to be left to the Superintendent. I would suggest that a definite order on the subject is necessary and that it should be followed at every station and post throughout the country. On the Commandant's inspections it will be one of his duties to see that the order is being carried out.

103. *Need of Supervision in a Police Force to be realized.*—Allowance must be made at the present time for a great deal of correspondence which is passing through Police offices. Some of this correspondence is essential, some I think should be done away with, and, in some matters, the Superintendent or Assistant Superintendent might receive assistance. In paragraph 59 of this Report reference was made to the large volume of work relating to the Immigration Ordinance, the exclusion and prosecution of undesirables, the deportation of aliens and political undesirables, correspondence with regard to communists and applications for naturalization. It was mentioned that, in the Parliamentary Papers dealing with the subject (Cmd. 1700, page 19), it was laid down that:—

"it is necessary also to ensure that persons who are politically undesirable are excluded from Palestine and every precaution has been, and will be, taken by the Administration to that end."

Under the conditions prevailing in Palestine there is, therefore, a considerable amount of work in regard to communists and applications for naturalization which would not fall to the lot of an ordinary Police Force. It is advisable that reports on communists and applications for naturalization should pass through the hands of a British officer, but it is equally important that the British officer should get round his stations frequently and not sit at his Headquarters merely to sign reports. In a later part of this Report I am recommending that there should be a British Inspector to assist the Superintendent or Assistant-Superintendent-in-Charge to deal with matters of this kind at the following stations:—

Jaffa town, Gaza, and Beersheba ;
Jerusalem new city and Hebron ;
Haifa town, Nazareth, and Safad ;
Nablus and Tulkarem.

There will be head constables at:—

Jerusalem (2), Jaffa (1), Haifa (1), Safad (1), who can act for British Inspectors when they go on leave, etc. When the Superintendent or Assistant-Superintendent is out on inspection, the British Inspector will be able to carry on at his headquarters.

At the present time Superintendents and Assistant-Superintendents are required to sign papers with regard to the licensing of cars and vehicles, the issue of driving licences and the collection of money for licences. Papers have also to be signed with regard to the collection of money for Government, such as fines, Court fees and debts. Papers have to be signed with regard to the execution of criminal warrants which entail the collection of money. In my opinion the Police should have nothing whatever to do with the collection of money for Government and they should be relieved of these duties. This matter will be dealt with in detail in a later part of this Report.

The signing of every travelling claim in six places by each officer through whose hands the claim passes takes up a great deal of time ; a remedy for this is being suggested in a later part of this Report. At the present time there is unnecessary delay and correspondence through papers having to pass through Sub-District offices. In paragraph 104 the abolition of Sub-District offices is being recommended.

I mention these points to indicate that much can no doubt be done to make it easier for Superintendents and Assistant Superintendents to get round their posts more frequently. At the same time I think that more should have been done by some of the British officers at the present time to get round their stations and posts. Their sense of activity varies considerably. There are 47 officers in the Force, and of these 35 are British. More can no doubt be done when the Force has been relieved of some of the extraneous duties which they now attend to, but I consider that in the past inspections might have been more frequent and should have been more thorough. The order of 8th March, 1923, as quoted in paragraph 102, has not been enforced. Many of the officers came out of the Gendarmerie and out of the Army and have had no previous experience of Police work. I do not

think that, in many cases, the difference between the responsibilities and powers entrusted to the individual constable and the amount of supervision each constable necessarily requires from his superior officer as compared with the responsibility of the individual subordinate in other Services is sufficiently realized. In paragraph 87 of this Report reference was made to a quotation from the Report of the Royal Commission on Police Powers and Procedure, 1929 (Cmd. 3297). It was stated in this quotation that the position of a constable in the Police Force differs greatly from that of a private soldier, in that a Police Force acts by, and through, individual constables. An Army, for the most part, does its work through groups of its units, through divisions, brigades, regiments, and companies, and the responsibility of a private soldier is, in practice, reduced to such a point that he becomes little more than an automatic part of a machine.

Sitting at an office table a Police officer just sees and hears what his subordinates want him to know. Subordinates and criminals are quite happy as long as the Superintendent is in his office. They know exactly where he is. If the Superintendent is moving about they never quite know where he may turn up or how much he does know of what is going on in every station area. The more an officer moves about the better he is able to see what people are "thinking" as well as to hear what they are "saying." In Police work one almost has to be able to see and realize what people are thinking. The importance of supervision and activity from the point of view of investigation of crime will be dealt with in a later part of this Report. In this part of the Report I propose only to deal with the matter from the point of view of the supervision of the rank and file. My recommendations for the future will be found in paragraphs 104 to 110 below.

104. *Abolish Sub-District Offices.*—There are at present Sub-District offices at Haifa, Safad, Gaza, Jaffa and Nablus. I understand that they were established at a time when it was necessary to "edit" reports coming through from Divisions to the District Headquarters. I gather that at the present time Officers-in-charge of Divisions are sufficiently competent to write a report which could go straight through to the Superintendent in charge of the District. Such being the case a Sub-District office merely acts as a post office between the Division and the headquarters of the District, and it means that reports are delayed. The Officers-in-charge of these Sub-Districts are responsible for the management of the Sub-District office and have inspectorial powers over certain Divisions. I would recommend that the Sub-District offices be abolished and that the Officers-in-charge be given executive responsibility for important Divisions. Divisions will then report direct to the District Superintendent. The clerks employed in the Sub-District offices will be employed in the central District offices. In the Northern District the Officer-in-charge of the Haifa Sub-District office will be placed in executive charge of the Haifa and Acre Divisions. He will report direct to the District Superintendent. The Officer-in-charge of the Safad Division will report direct to the District Superintendent. In the Gaza Sub-District in the past the Hebron Division reported through Gaza, and the Beersheba District does so at the present time. It has already been arranged for the Hebron Division to be placed in the Jerusalem District Division. It is being recommended that the Beersheba Division should report direct to Headquarters. The Gaza Sub-District office can be abolished. In Jaffa the Sub-District officer will be given executive charge of the Jaffa Division. Divisions will report direct to the District Superintendent. In the case of Nablus, where there is at present a Sub-District office, I am recommending that this should be made a separate District.

105. *Reduce the size of the existing Northern and Southern Districts and make five Districts instead of three reporting direct to the Commandant.*—At the present time, in my opinion, the Northern District and Southern District are far too heavy for one District Superintendent in charge of each. The District Superintendent cannot possibly get round all his stations and posts as he should, nor can he keep a check on the investigation of crime. In the Northern District in 1929 there were 2,496 cases of serious crime (105 were cases of murder or manslaughter). There were 710 cases in the Southern District (43 were cases of murder or manslaughter) and 792 in the Jerusalem District (39 cases of murder or manslaughter). It will be noted that there were more cases of crime in the Northern District than in the Southern and Jerusalem Districts put together.

In the Northern District there are at present 13 police stations and 27 out-posts. In the Southern District there are ten stations and 19 out-posts. In the

Jerusalem District there are seven stations and eleven out-posts. The Superintendent of the Northern District has not only more crime to investigate and more stations and out-posts to be inspected than the Superintendents of the Southern and Jerusalem Districts, but he is also responsible for the supervision of the Acre Jail, four Jail Labour Companies, and one Reformatory.

There is delay in getting information to and from the Sub-Districts under the present system. In paragraph 49 of this Report the case of Hebron was mentioned. Though only 22 miles distant from Jerusalem, Hebron was required under the old system to send correspondence through Gaza, 75 miles distant, and then through Jaffa before it could get to Jerusalem. In the case of Beersheba in wet weather the District Superintendent of Police at Jaffa has to come from Jerusalem to get to Beersheba. Beersheba has to refer through Gaza and Jaffa to get a report to the Commandant. Yet Beersheba and all the stations in the Beersheba District, with one exception, are in direct wireless communication with Headquarters.

The scheme for the close protection of Jewish colonies provides for the wider distribution of the British police and for opening additional posts for Palestinian police in the vicinity of Jewish colonies. If this scheme is approved the District which will be particularly affected is the Northern District, in that there are more Jewish colonies to be protected in the Northern District than in any other District. Under the new scheme there would be 116 permanent Police stations and posts in Palestine instead of 88 as at present. Of these 116 stations and posts 52 would be in the present Northern District. The total strength of the British police and other ranks (sergeants, corporals and constables) of the Palestinian police and other ranks of the Municipal police in these 116 stations will be 2,209. Of these 954, or nearly half, would be in the Northern District. From these figures I think it is quite clear that the Superintendent of the Northern District would be given an impossible task if he was expected to supervise 52 stations and 954 men and, in addition, personally to keep an eye on the investigation of crime. It simply means that the Superintendent would not be able to get round his stations as he should. At the present time Nablus is a Sub-District of the Northern District. Nablus lies between Jerusalem and Haifa and is about 42 miles distant from Jerusalem. Haifa is 110½ miles from Jerusalem. As explained above, Beersheba, though in direct touch with Jerusalem by wireless, has to correspond through Gaza and Jaffa to get to Jerusalem.

I recommend that in future there should be five Districts instead of three. The Districts would be the Northern, Nablus, Jerusalem, Southern and Beersheba.

The Northern District would include Haifa, Acre, Safad, Nazareth, Tiberias, and Beisan. Beisan, which at the present moment is in the Nablus Sub-District, would be included with Nazareth in the Northern District, as Nazareth would find British police for posts in the Emek Valley. The District Superintendent of the Northern District would report to the District Commissioner, Northern District, and to the Commandant. There would be in the new Northern District nine permanent Police stations and 32 permanent posts. The total strength of British police would be 201. The total strength of Palestinian other ranks would be 460 and of Municipal police 64. The total strength of British police, Palestinian other ranks, and Municipal police would be 725. In this area in the year 1929 there were 1,396 serious cases of crime. Of these 32 were cases of murder, and 40 cases of manslaughter. I consider that the charge of 41 stations, of 725 men, and the responsibility for the investigation of 1,396 cases of serious crime, which include 72 cases of murder and manslaughter, is quite enough work for one Superintendent. At the present time the Superintendent who would be responsible for this charge is responsible for the supervision of the Acre Prison, 4 Jail Labour Companies, and the Reformatory at Tulkarem. These should, I recommend, be supervised in future direct from Headquarters.

The Northern District should be under the charge of a senior officer of the rank of District Superintendent of Police.

The new Nablus District would include Nablus, Tulkarem, and Jenin Divisions without Beisan. The Officer in charge would report direct to the District Commissioner, Northern District, and to the Commandant direct. There would be in the Nablus District 11 stations and posts with 30 British police, 174 other ranks Palestinian police, and 25 Municipal police, total 229. There were 1,100 cases of serious crime in 1929 in this Nablus area, of which 19 were cases of murder and 14 cases of manslaughter. It will be noted that there is a great deal of crime to be investigated in this District. I would recommend that a Deputy District Superintendent of Police should be placed in charge of the Nablus District and he would

report direct to the Commandant. He would keep in close touch with the Area Officer at Nablus. In paragraph 48 of this Report I have recommended that, as Nablus is a key position, there should always be a British officer in executive charge of the Nablus District. The Area Officer at Nablus is in direct touch with the District Commissioner at Haifa by telephone, and the Deputy Superintendent of Police in charge of the new Nablus District could, whenever necessary, get into direct communication by telephone with the District Commissioner. Although the Police Officer in charge of the Nablus District would be directly responsible to the Commandant for the inspection of the stations, the investigation of crime and the supervision of the men in the Nablus District, he would keep in close personal touch with the revenue officers of the Northern District as he does at the present time. The District Commissioner of the Northern District, whom I have consulted in this matter, would prefer that the Superintendent, Northern District, should be personally responsible for all the Police stations in the Northern District. His point is that the District Superintendent of the Northern District is his right hand man for Police work, and at the present time he can get information from him direct with regard to Police matters in any part of his District. I quite appreciate the point of view put forward by the District Commissioner, but I consider that, with the wider distribution of the British police and the additional stations to be established for the close protection of Jewish colonies, it is asking far too much of any one man to hold him personally responsible for the supervision of 52 stations and posts scattered over a wide area. He would not be able to inspect them frequently, and, with all due deference to the views of the District Commissioner, I think that what the Palestinian police need at the present time is very close supervision. I think that the Police, both in the new Northern District suggested and in the new Nablus District, would get very much better personal supervision if the two commands are separated so far as Police supervision is concerned. The Officers in charge of both Districts will be required to, and should, keep in close personal touch with the District Commissioner, just as Area Officers in the Northern District keep in touch with the District Commissioner. As Nablus is in direct telephone communication with Haifa, I do not think there is any reason to fear that the Commissioner of the Northern District would be kept in ignorance of what is happening in the Nablus District. I submit that the advantages of the change proposed outweigh the disadvantages.

In the new Jerusalem District, which will include Hebron, there will be 32 stations and posts, 258 British police, 275 Palestinian other ranks, and 105 Municipal police, total 638. There were 792 cases of serious crime in this area in 1929, of which 41 were cases of murder and manslaughter. There would be a senior officer of the rank of District Superintendent of Police in charge of the Jerusalem District. The Deputy District Commissioner, Jerusalem District, whom I have consulted, is in favour of Hebron being included in the Jerusalem District.

With the responsibility for maintaining order in the city of Jerusalem, the Jerusalem Police District is, and always will be, an important charge; one of the most important Police Superintendent's commands in the world. As explained in paragraph 49 of this Report it is essential from every point of view that the Hebron Division should be brought into the Jerusalem District. The effect of this would be to add to the responsibilities of the Officer in charge of the Jerusalem District. As explained in paragraph 8 of this Report it only needs a cry to be raised that a certain religion, temple, or place of worship is in danger, or has been attacked, or that co-religionists have been killed, for a state of religious frenzy to be at once roused, and in five minutes a riot of the most serious nature may be in progress. As quoted in paragraph 4 of this Report:—

"There appears to be something about the atmosphere of Jerusalem which seems to dry up the springs of tolerance and sweet reasonableness There is a tradition of incessant struggle on the part of one sect or religious body to maintain its footing against its rivals."

Such being the case the Police Officer in charge of the Jerusalem District requires to be a first class "policeman," with a real flair for seeing what people are "thinking" as well as to hear what they are "saying." He should know what is going on without having entirely to rely on his Palestinian subordinates. He should be possessed of tact and, at the same time, he should have sufficient knowledge of the people and strength of character to say "no" when it should be said. These remarks apply equally to his second in command. The District Superintendent may be ill, he may be on leave, he may get knocked on the head in a riot, or he may be out of Jerusalem on duty. The District Superintendent should move about the

whole District and cannot always be in Jerusalem. With Hebron added to his charge it will mean that he will be away more than he has been in the past. In my opinion, the post of Deputy Superintendent of Police in the Jerusalem District should always be filled by an officer who is fitted at a moment's notice to assume the responsible charge of this District, and to give wise decisions in the absence of the District Superintendent on inspection. It is, I think, important that this should be definitely laid down.

In the new Southern District there will be 26 permanent stations and posts with a strength of 161 British police, 272 Palestinian other ranks and 166 Municipal police, total 599. In this area there were in 1929, 637 cases of serious crime and 40 cases of murder and manslaughter. There would be a Senior District Superintendent of Police in charge of the Southern District.

In the new Beersheba District there will be six stations with a strength of 94 other ranks Palestinian police and four Municipal police, total 98. In this area in 1929 there were 73 cases of serious crime, of which seven were cases of murder and manslaughter. The District is a small one and I would recommend that an Assistant District Superintendent should be in charge of it. He would be placed under the Commandant direct because his headquarters and all the stations in the District, with one exception, are in direct wireless communication with Headquarters. The reason for taking Beersheba out of the Southern District is that without it the District Superintendent of the Southern District will have 26 stations and 599 men to supervise, and Beersheba has no direct communication with Jaffa. As above stated the District Superintendent at Jaffa has in wet weather to come through Jerusalem to get to Beersheba. I would recommend that, as the Beersheba District would be in charge of an Assistant Superintendent, it should be visited by the Commandant or Deputy Commandant once a quarter. The District Commissioner, Southern District, whom I have consulted, is in favour of the scheme.

Effect of Redistribution.—At the present time any orders from the Commandant for Nablus and Beersheba have to go through Haifa and Jaffa. It is just as easy to type six copies of an order as four. Under the new system proposed six copies of any order by the Commandant which affected all the Districts would be typed, of which one copy would be kept at Headquarters, and five copies would go direct to five Districts instead of to three as at present. It is submitted that the re-distribution of districts, on the lines suggested, would result in the more rapid distribution of orders and receipt of reports, and should provide more effective supervision over stations and the investigation of cases of serious crime.

106. *Inspection of stations and posts and checking of patrols.*—I suggest that a definite order be laid down by the Commandant as to how frequently stations should be inspected, how often patrols should be checked by officers, and what is required of officers in the way of personal supervision.

If ten British Inspectors can be allotted to the Districts mentioned in paragraph 103 of this Report to assist the Officer-in-charge and to carry on in his absence on inspection (with the present strength of 16 British Inspectors this should be possible, the remaining six would be distributed as follows:—Motor transport 1, British section, Jerusalem 1, Training School 2, Farrier Inspector 1, Armourer 1; if the Officer-in-charge of Districts and Divisions can be relieved of the duties described in paragraph 103 of this Report (the collection of money, unnecessary signing of travelling claims, etc.); if Sub-District offices be abolished and a Sub-District officer given executive charge of an important Division (paragraph 104); and if the size of Districts be reduced (paragraph 105); it should be possible for stations and posts to be inspected and visited and for patrols to be checked on the following lines:—

(a) *By Assistant Superintendents.*—Each station and post to be thoroughly inspected once a month. In addition each station and post to be visited once by day and once by night in the course of the month.

Patrols from stations and posts to be organized by the Officer-in-charge of the Division, who will arrange for inter-station patrols, inter-District patrols, ambush patrols, village patrols, road patrols as required. The Assistant Superintendent and British Inspector each to do four patrols by night in the course of the month.

The Assistant Superintendent to visit the scene of every case of serious crime and the scene of every incident out of the ordinary affecting the District, for example a serious motor accident, railway accident, sudden death or suicide of a notable resident, etc.

(b) *By Deputy Superintendents in charge of a Division.*—Each station and post to be inspected once a month by day. In addition each station and post to be visited once a month by night.

Inter-station and inter-District patrols to be organized as and whenever necessary and checked by meeting patrols at point of contact.

The scene of every murder to be visited and the officer to be responsible for its investigation and for the conduct of the case in Court.

(c) *By District Superintendents or their Deputy.*—Each station and post to be thoroughly inspected once a quarter.

The organization of patrols in each Division to be checked.

Any serious case of murder and crime out of the ordinary, such as crime organized by a gang, to be taken in hand.

(d) *Commandant.*—Each Police station, post, and Police office in Palestine to be thoroughly inspected once a year.

(e) *Commandant or Deputy Commandant (Administrative).*—Beersheba District (Assistant Superintendent in charge) to be inspected once a quarter by either the Commandant or Deputy Commandant.

Headquarters of Districts to be visited once in six weeks by the Commandant or Deputy Commandant.

Some stations and posts may require more frequent inspection than the annual inspection by the Commandant, for example detachments of British police, Police posts in Jewish colonies and in the vicinity of Jewish colonies. A young Officer-in-charge of a Division or an officer newly appointed to a District may require more inspection than an experienced officer. The new Nablus District in charge of a Deputy Superintendent should be inspected more often than the Northern District, which is in charge of a District Superintendent. The Commandant will direct the Deputy Commandant (Administrative) to carry out additional inspections as may be required.

In a later part of this Report I am recommending that there should be a Deputy Commandant in charge of the Criminal Investigation Department, who would be directly responsible to the Commandant (and in some matters direct to Government) for all matters relating to the collection and communication of intelligence, the investigation of serious cases of crime, etc. The Deputy Commandant (Administrative) should generally assist the Commandant in the administration, organization and supervision of the Force, other than the Criminal Investigation Department and the Training School, for which the Commandant will personally be responsible. Generally speaking either the Commandant or Deputy Commandant (Administrative) would be away from Headquarters on inspection. One officer would be at Headquarters whilst the other was away. On return from inspection both officers might be at Headquarters for two or three days, but generally speaking one officer would always be out on inspection.

The details of such an order should be left to the Commandant. I mention these points as a guide to what may be found possible, based on the system which I am accustomed to. In Ceylon every Police station and office is inspected once a year by the Inspector-General. He is one week away on inspection and one week at Headquarters alternately throughout the year. The Deputy Inspector-General (Provinces) carries out inspections as directed by the Inspector-General. Some Districts with young officers in charge are more frequently inspected than others. Every Police station is thoroughly inspected once a month by the Superintendent or Assistant Superintendent in charge, and, in addition, each station is visited two or three times in the course of the month. Inter-District and inter-station patrols are organized by the Superintendent or Assistant Superintendent and are checked by meeting patrols at the point of contact. The scene of crime in every case of murder or gang robbery, serious crime or incident out of the ordinary, is visited by an Assistant Superintendent or Superintendent, who is personally responsible for the handling of the case in the Police Court and sits beside and instructs the Law Officer prosecuting in the higher Courts. In Ceylon there are 29 Police offices and 165 stations. All these stations are fully equipped as investigating as well as patrolling centres. They all keep station books and are responsible for the investigation of crime. The strength of the Force is 3,165, and the number of superior officers is 42, of whom 25 are British.

In Palestine at the present time there are 31 stations, 57 posts and 25 police offices. If the scheme of wider distribution of British police and close protection

of Jewish colonies is approved there will be 54 stations and 62 posts, total 116. The present strength of superior officers is 47, of whom 35 are British. In a later part of this Report I am recommending that the number of officers should be increased by six, which will make a total of 53. The present strength of the Force is 1,975. If, as recommended, the following additions are made to the strength, namely 79 additional British police, 130 additional Palestinian police for protection of Jewish colonies, and 364 Municipal police absorbed into the strength of the Force, the total strength would be 2,240, less say 179 men now employed on extraneous duties=2,061. If relieved of extraneous duties it should be possible for 53 officers to supervise 116 stations and posts with a strength of 2,090 on the same lines that 165 fully equipped stations with a strength of 3,165 are inspected by 42 officers in Ceylon.

I consider that the order of Government No. 365/28 of 17th January, 1928, should be complied with and that the Commandant should report to Government anything of interest he has seen on his inspections. The case of any officer who has done, or is doing, particularly good work or the case of an officer not pulling his weight should be brought to the notice of Government. If crime or disorder out of the ordinary is found to be on the increase in any District the matter should be brought to the notice of the Government, with a report as to the steps the Commandant intends to take to deal with the situation.

107. *Inspection of stations and posts to be thorough.*—It should not only be laid down by the Commandant what every officer at an inspection of a station should look into but the Commandant should see that the order is enforced. The order of the 8th March, 1923, as quoted in paragraph 102, is an excellent order, and it only needs to be enforced. In the ordinary course might I suggest that the following points should receive the attention of an officer at an inspection:—the cleanliness of the barracks, stables, and the condition of the horses, etc. The turn-out of the men. Drill, practice in controlled volleys with blank ammunition might be tested (*vide* paragraph 36 of this Report). Kits. Instruction, including knowledge of powers as regards protection of persons (*vide* paragraph 36 of this Report). Inspection of note books. Conduct of the men, each man's record of service to be inspected (*vide* paragraph 62 of this Report). State of crime in current quarter as compared with previous quarter. Movement of dangerous criminals and bad characters. Patrolling and organization of patrols with a view to preventing crime and the system of check on patrolling in force. Detection and prosecution of crime. Any particularly important cases under investigation. Jewish colonies, protection of. Co-operation with mukhtars. Any man serving in the station or District of under ten years' service. Any officer or man who has been too long in the station or District and should be moved in his own interests or in the interests of the public. Complaints or requests by the Police.

I do not suggest that a printed form of inspection report should be used and I do not suggest that there are no other points which may need mentioning in an inspection report. In some cases all the points mentioned might not apply. In other cases there may be special matters affecting the District, station or post which need looking into. It is, I think, a matter for the Commandant to say from time to time what he does want to see recorded in the Officers' Visiting Book at an inspection. As regards matters especially affecting the District, the District Superintendent should say what he wants to see mentioned in addition to matters of detail. The matter can be controlled by the Commandant on his inspection of stations. By looking back through the Officers' Visiting Book he can see whether inspections held by Superintendents and Assistant Superintendents are thorough.

I suggest that a definite order be laid down that, whenever an officer visits a station in any circumstances, he should record the date and time of his visit in the Officers' Visiting Book.

108. *Check on Patrolling.*—I would suggest that an order should be issued by the Commandant as to the lines on which he requires patrols to be organized and checked. The conditions in no two Districts will be found to be exactly the same and Officers in charge of Districts and stations will be able to supplement the hints contained in any order, but it should be possible for an order to be issued as a result of the experience which has been gained in the past in different Districts as to the best method of organizing and checking patrols. When a Police officer

takes charge of the District, division or station for the first time, he would be able to refer to such an order, which may serve as a guide to him as to the best way of organizing his patrols and as to how to check them. There are certain general principles which should govern patrols by the Police and these might be laid down in the Commandant's order, for example:—

(a) *Prevention of crime.*—The first duty of the Police is, as far as possible, to prevent crime. The Officer in charge of the District or station who prevents crime by a sound and efficient patrol system is a better officer than the officer who allows crime to be committed and possibly detects it. Offences against property can be prevented by systematic and thorough patrolling. Crime is prevented by Police being on the move by day and by night. It cannot be prevented by Police remaining at the station. Dangerous criminals know at once whether the Police in a station area are moving about by day and night. Every Police officer should go out to prevent and meet crime rather than wait for its report at the station.

(b) *Detection of Crime.*—By activity on patrol the Police may be in a position to arrest offenders in the act of committing crime or leaving the scene of crime with property in their possession.

(c) *Asking for and exchanging information.*—A great deal of useful information can be obtained by patrols who question residents or persons met on patrol, keepers of cafés, and people met at cafés, headmen, etc. The idea that information cannot be obtained except by paying an informant is wrong.

(d) *Instruction.*—The best way for an Officer in charge of a station and a constable going to a new station area to learn the geography of the District is by patrolling. It is essential if crime is to be detected and prevented that every Police Officer in the station area should have a thorough knowledge not only of the main and minor roads but of bridle paths, short cuts and fords which may be used by villagers or criminals. It is also the best way for the Officer in charge of the station and for the men to get to know where dangerous criminals live.

(e) *Varieties of patrols.*—There are many varieties of patrols which may be tried and used as necessary, for example, town night patrols, town day patrols, ambush patrols, main road patrolling by night, main road patrolling by day, village patrols, area blocking, inter-District and inter-station patrols. Crime is very often deliberately committed on the borders of a Police station or District area, the criminal relying on evading arrest or search by committing a crime in another Police area than that in which he is residing. The Officer in charge of a District or Division may order or arrange for patrols of three station areas to meet at a certain point in the hope that they may either surprise robbers in the act of committing crime or meet the party or individuals on their way back to their villages after committing crime. The fact that patrol parties are converging on one point from three different directions makes such detection more probable than would otherwise be the case. Another great advantage of inter-station and inter-District patrols is the opportunity afforded for exchange of information. They tend to lay emphasis on the fact that co-operation between neighbouring stations is essential for success in the detection and prevention of crime. It encourages the "team" spirit.

(f) *Check on Patrolling.*—In such an order may be stated hints to patrols, hints to Officers in charge of stations as to the orders which can be given to patrols, hints as to methods of checking patrols. Supervision is necessary to prevent abuse in all branches of Police work, supervision over every variety and form of patrol is essential and must be devised by the Officer in charge of the station or the Officer in charge of the District. In England there is a check on every beat covered and on every patrol done. A constable on patrol has got to make a "point" and meet a constable of another station and obtain his signature as proof of the meeting. What is necessary in England is necessary in Palestine. Officers in charge of stations and Districts should regard the checking of patrols as one of their most important duties. It cannot be too strongly impressed on Police officers of all ranks that a patrol by the Police corresponds to a definite duty carried out in the public interest by a railway officer driving a train or postman delivering a letter or telegram. A Police officer who goes to sleep on patrol, evades going round the whole route, or makes a false report is just as guilty of neglect of duty as the driver or guard of the train would be who left the train, or the telegraph messenger who

neglected to deliver a telegram. Any specially good work by day or night patrols should always receive recognition. Effective steps taken by the Officer in charge of a station or District to organize a good patrol system should receive appreciation. It will be considered proof of the fact that the officer has initiative and is prepared to meet responsibility.

(g) *Patrol Book.*—To assist in the checking of patrols and in the issue of definite orders to patrols as to the route they are to follow, I would suggest that patrol books should be issued to each station in sufficient quantities for a patrol book to be taken out by every patrol who leaves the station. In such a book the Officer in charge of the station would enter the date and time the patrol was sent out, the names and numbers of the Police officers sent out, his orders to the patrol with the names of the places or place to be visited. There should be space on the same page for the patrol to obtain the signature of the headman of the village to be visited or the signatures of the patrol from any station to be met. In addition to signing the book, the headman or other patrol should enter the time of the visit or the time of the meeting and they should enter in the book a note of any matter which should be brought to the notice of the station from which the men have come on patrol. There should be space for a report by the patrol and, on their completion of the route, they would return to the station and hand in the patrol book which would be checked by the Officer in charge. One of the advantages of the system is that any officer meeting a patrol by day or night can check the patrol by calling for the patrol book. The officer can see whether the patrol is on the correct route and he can check the bona fides of times previously entered by the time of his own meeting with the patrol. The officer should himself sign the patrol book, showing the time and place he met the patrol and, in the event of any future enquiry as to where the patrol was at a given time, the fact that they met an Officer and that he recorded the meeting in the patrol book may prove to be corroborative evidence of value. I have handed to the Commandant a copy of the patrol book which is used by the Police in Ceylon. The form in which this book is kept may not necessarily be applicable in Palestine, but it may give some idea of how a patrol book may be devised.

109. *Weekly Reports by officers.*—Each officer at present keeps a diary. The diary is sent in once a month to the Commandant or District Superintendent. To my mind the disadvantages of a monthly diary are:—It is difficult to read with interest what was done a month ago, it is not so easy to check what was done on each day of the month as in the case of checking a weekly report, and any remarks made in a diary by the Commandant with regard to a matter mentioned in the diary at the beginning of the month gets back to the officer too late for him to take action on it. I venture to think that a weekly report will be found to be more useful. Might I suggest that a weekly report in the form of a record of inspections, parades, rounds, and visits to the scene of crime be started on the following lines:—

The weekly report form to be a single sheet of foolscap. On one side of the paper would be spaces provided for entries on Sunday, Monday, Tuesday, and Wednesday, and on the other side spaces for Thursday, Friday, and Saturday. The report to be entered up daily. The officer will enter each day what stations and posts have been visited or inspected, rounds performed, parades held, instruction classes held, or the scene of crime visited by him during each day. The fact that he attended his office need not be entered in such a report. All that need to be entered is a note of the work done by the officer outside the office. The weekly report is closed on Sunday, and sent by each officer in an envelope addressed by name or else personally handed over to the officer he is working under. That officer would make any comments that he might consider necessary on the report and send it on to his superior officer or return it as the Commandant might order. It would be a matter for the Commandant to lay down what reports he wished to see. If there are several reports from one District which he would like to see, all these reports would be forwarded in one envelope by the District Superintendent, and they would be returned through him to the officer who wrote the report. Any question raised by the Commandant or District Superintendent on the report would be seen by the officer who wrote it. Each officer would keep his weekly reports on return, as they would be valuable evidence, if necessary, as to what places he visited on any particular day. The advantage of a system of weekly reports is that the Commandant or District Superintendent of Police can see that

something in the way of inspections, parades, instruction classes, investigation of crime, etc., is being done by each officer every week. The weekly reports should not go through any office nor would they be registered in any office register. They should only be seen by the Commandant, Deputy Commandants, and senior officers. This gives an opportunity for the writer to break away from a heavily official style and also enables the Commandant or the District Superintendent to slip in friendly hints or words of advice when returning the report instead of writing an official caution.

110. *Regular weekly parades and instruction classes at each station.*—Reference has been made to the need of a regular weekly parade in paragraph 36 and of a weekly instruction class in paragraph 94 (d) of this Report. I would suggest that a definite order be laid down by the Commandant as to the days on which parades and instruction classes should be held at each station and post. If certain fixed days in the week could be decided upon, and the same system maintained right through the country, an officer coming from one District to another would carry on with the system he was accustomed to. There is a definite system in force in the Southern District, and it was being thoroughly carried out. I think the Commandant should determine exactly what he does want done in the way of parades and instruction classes. I consider that, at least once a week, every officer and man of the Force, except the men employed on plain clothes duties, should be on parade. Men employed as orderlies and on station duties should all attend parade. No exceptions should be made. Any Police officer, whether employed as an orderly or on station duty, may at any time have to turn out in the streets in times of disturbances and he should be trained to drill and act with other constables with whom he would be required to act in time of emergency.

111. *All officers to see as much of their men as possible.*—May I say that it is not necessary to limit visits to stations and posts and barracks to formal inspections? It is a very good thing for an officer to make a habit of at least once every day dropping in to a station or post, if only for a few minutes. A visit such as this may be paid on the way to or from his office. It is not necessary on every such visit to visit the buildings or inspect all the books. Visits of this kind just give an officer the opportunity of seeing his men. Visits to stations at night on the same lines are of value. A large proportion of a Police Force is necessarily on duty at night and visits to stations by night are to be encouraged. Anything which can be done by officers in the way of getting up games for their men, playing games with them, and taking an interest in their personal welfare, is of the greatest help to the men themselves, and of value to the station, the District and the Force. The more officers can see of their men the better.

112. *Complaints against Police.*—An officer should stand between his men and the public. If all men were angels there would be no necessity for officers. If a complaint against the Police is made, the attitude must never be that the police officer must in all circumstances be supported. A subordinate police officer has, as explained in paragraph 87 of this Report, the greatest power which can be given to any subordinate Government officer. He has the extreme power of interference with the liberty of the subject. If a subordinate thinks that, whatever he does, his word will be accepted, the probability is that, sooner or later, he will take advantage of the position and abuse his powers. Similarly, in a departmental enquiry it does not at all necessarily follow that the word of the superior officer must necessarily be accepted against that of the subordinate. Each statement has to be put to the test. The officer enquiring into a complaint is first of all a "policeman" and should bring his "police sense" and experience as an investigating officer to bear on every complaint and enquiry that comes before him. The case of the notorious Sergeant Goddard must be borne in mind. It is, I submit, the duty of an officer to supervise his men so that they do not abuse their very wide powers. In this connexion the advice of the Royal Commission on Police Powers and Procedure, 1929 (Cmd. 3297 paragraph 288), may be followed:—

"Although we are satisfied that, as a rule, complaints are fairly and thoroughly investigated under this procedure, we have some reason to believe that not all Chief Constables pay the same attention to certain minor points which necessarily affect the attitude of the public. Thus we attach importance to complainants being promptly informed of the decisions reached on their complaints, with the result of the disciplinary proceedings, if any, against the constable concerned. We also think it should be a point of policy for Chief Constables, or in larger Forces their immediate subordinates, so far as practicable to deal personally with complaints, whether

well founded or not, and to recognize the value of a personal interview with the complainants before disposing of the affair.

"We also suggest that it is a wise precaution to remember that anonymous allegations are not necessarily untrue."

113. *The duty of the Commandant to supervise.*—It is laid down in Section 7 (1) of the Palestine Police Ordinance (No. 17 of 1926) that the Commandant "shall be charged with the superintendence . . . of the Force." The best orders in the world may be issued to a Police Force. As to whether they are carried out or not, and the spirit in which they are carried out, will depend on one man, the head of the Force. What the commanding officer wants done he can get done. Every officer and man in the Force takes his cue from the Commandant. It is a great responsibility, particularly so in a Force in which officers, as will be explained in a later part of this Report, as well as the men need training. All the greater is the need for supervision and training of both officers and men by the Commandant. The officers, if trained to do so, can assist the Commandant in the supervision of the men. There is no one else but the Commandant who can supervise and train the officers.

PART XII.

Housing of the Force.

114. *Palestinian constable to be trained and assisted to do his duty impartially in all circumstances.*—In this Report reference has already been made to the following points:—

(a) It is generally admitted that the Palestinian members of the Force cannot yet be relied upon in situations in which they are called upon to act against persons of their own race and religion. (Paragraph 68.)

(b) The reason is that the feelings between the Jews and Arabs are most acute. The first step to ensure an efficient Police Force is to remove, so far as is possible, or at any rate to reduce the acuteness of, the cause of this ill-feeling. The Police are of the people and as long as this ill-feeling exists the Police are bound to be affected by it. (Paragraph 4.)

(c) The wisest course is, instead of importing Circassians and Druses, for the local material available to be taken in hand and trained while there are British police and British troops in the city. (Paragraph 69 and 70.)

(d) There is good material in the country both amongst Arabs and Jews from which an efficient Police Force can be created. (Paragraph 71.)

(e) The same material has been trained into a loyal and reliable body of men in the Trans-Jordan Frontier Force. This has been done by the men being housed together, fed together and being under the constant supervision of British officers in both work and play. (Paragraph 101.)

(f) One of the greatest hindrances to the co-operation of all classes in Palestine to-day is that everybody bears a label. It starts in schools and carries on through life. (Paragraph 70.)

(g) When a constable finishes his tour of duty the Arab constable lives amongst the Arabs, the Jew constable amongst the Jews. Their neighbours abuse the people of the other nationality and the constable is bound to be affected by it. The Palestinian constable living under these conditions is expected to arrest his landlord and if he arrests and injures his neighbour in the course of a riot, he is expected to go on duty leaving his family unprotected. (Paragraph 68.)

(h) The Force to-day needs an intelligent class of man as a constable and will require intelligent men in increasing numbers as the country develops. Every inducement should be given to an intelligent man to join the Force. (Paragraphs 79 to 81.)

(i) A new Police Training School in suitable surroundings is needed to attract into the Force an intelligent class of man. If worked on the "house"

system this new Training School should have effect in training the Palestinian constable to think of serving his "team," his "house," his station, and the Force rather than to think of himself and of his own nationality and religion when any racial disturbance arises. (Part X.)

(k) This training to be effective must continue after the constable leaves the Training School. (Paragraph 94.)

(l) Unless the constable receives the close and constant supervision of his officers after he leaves the Training School, the money spent on the new Training School buildings will be wasted. (Paragraph 99.)

(m) In order that the Palestinian police may be trained as a body to deal with disturbances they should parade weekly at every station and post. There should be an instruction class held every week which every man should attend. (Paragraphs 36 and 102.)

It is submitted that the best remedy for the existing difficulties described under the heads (a), (b), (f), and (g) above and the wisest method of providing the action needed to secure (c), (d), (h), (i), (k), (l) and (m) is to house the Palestinian police, Jew and Arab together, in single men's barracks and in married quarters wherever they may be serving.

115. *Housing the Palestinian police.*—If the Palestinian police were housed the effect would be:—

(a) Jew and Arab constables and Non-Commissioned Officers would be required to live together. Living together they would get to know and respect one another.

(b) That children, born in barracks, would start by playing together and might later be educated together in a Police school in barracks. The common education of Jew and Arab children in a school maintained in Police barracks might, if successful, prove of value as an example that it is possible in a Government institution to educate Jew and Arab together as is now done in some of the Mission schools. (Paragraph 78.)

(c) If the sons of Arab and Jew constables and Non-Commissioned Officers who had been born in barracks later joined the Force they would have been brought up in an atmosphere of co-operation between the two nationalities instead, as now, brought up in surroundings where a child or youth cannot help hearing one nationality abusing the other. Looking twenty years ahead the provision of barracks and married quarters may be found to be of value to the men themselves and to their families, to the Force and to the country.

(d) If the men were housed together in barracks and married quarters, in an emergency, such as a disturbance or fire, etc., they would all be together when wanted and would turn out together as a body. At the present time the men are scattered and live in different parts of the town. If a constable living in barracks had to arrest one of his own nationality he would have no need to fear for the safety of his wife and family. They would be living in barracks.

(e) At the present moment the men find great difficulty in securing houses at a reasonable rent. As typical cases may I quote the following: A Jewish Corporal named Kalman Izaki at the Training School is paid £P.8 a month as pay. He has to pay £P.2 as house rent. At Matullah, in the Northern District, a man renting one room and a kitchen (part of a house) was paying £1 10s. od. as house rent.

(f) As towns develop it will become more and more difficult for constables to get quarters at a reasonable rate and to find houses near their work. The Force will become more and more scattered. If on the grounds of the Force being so scattered and that the men cannot get quarters near their work or near their station, it becomes necessary, say in 20 years' time, for the Government to move in the matter of building quarters for the police, it is probable that the cost which may have to be faced in 20 years' time will exceed the cost of the purchase of the necessary land and building at the present time. As towns develop the value of land in the towns will probably increase and as a Police station must necessarily be in the heart of a town it is probable that it will be a sound financial proposition to acquire the necessary land now than to start doing so in 20 years' time. The example of the Metropolitan Police

and the City of London Police may be quoted. The men of the Metropolitan and the City Police found it so difficult to get houses near their work that the married men had necessarily to live out in the suburbs and come in to London by tube and train. The men were living further and further away from their work and becoming more scattered. The disadvantages of this were so great that the Metropolitan Police and the City Police have in recent years had to purchase sites in the heart of London and put up flats for their married men. I take it that if this had been done 15 or 20 years ago, before the war, the cost would have been considerably less than the cost which has now to be faced.

(g) I understand that in Palestine there is often difficulty in getting a lease of a house on a monthly tenure. A year's lease has often to be taken and sometimes three months', six months', or a year's rent has to be paid in advance. In a Police Force it is often necessary to transfer a constable for his own good or for the good of the Force and the public generally. The constable may have done particularly good work in making an arrest which has brought upon him the enmity of the inhabitants to such an extent that his life may be in danger. The constable may have got mixed up with the local families to such an extent that it is difficult for him to do his duty in an impartial manner. In either case his immediate transfer may sometimes be necessary. If he is living in a Government quarter and there is a Government quarter available for him at the station to which he is being sent, there is no difficulty in making the necessary arrangements for the transfer. If, however, a constable has already paid rent in advance for the house which he is occupying and he may again have to pay rent in advance for a house at his new station the question of transfer is at once complicated. If the constable is being transferred for his own safety the order may prove to be a severe punishment. If an order for immediate transfer is necessary in the interests of the Force and the public it may be difficult to give immediate effect to the order if the constable has paid rent in advance for his house. The provision of Government quarters will prevent any trouble of this kind arising.

(h) In paragraph 76 of this Report it has been suggested that no Palestinian police officer should serve in his own native town or district until he has completed at least ten years' approved service. This rule is, I submit, a very desirable one and it will be very much easier for the rule to be enforced if Government quarters are provided at each station.

(i) It would be a very much simpler matter to hold regular parades, kit inspections and instruction classes for all men if they were living on the premises. If the scheme put forward in paragraph 64 of this Report of granting a kit allowance to the men instead of issuing a complete new kit at certain intervals whether all the articles of the uniform issued are required or not (it is hoped that there might be a considerable saving to Government if such a kit allowance was approved) the holding of regular kit inspections would become essential. Under the present system men would have to carry their kit through the town from the houses in which they are living.

(k) It has been mentioned that the system of "team" work if started at the Training School should be continued if possible in districts, and it has been mentioned how important it is that a British officer should be with the men as much as possible in both work and games. If all the men are living together round the station, the British officer is going to see very much more of them both in work and games than he does under the system whereby the men scatter into the different parts of the town immediately they finish their tour of duty.

116. *The housing of the force has been recommended for some years.*—The Commission which inquired into the disturbances in Jaffa in May, 1921 (Cmd.1540), in commenting on the difficulty of requiring the Palestinian police "to subordinate those racial and religious prejudices which are so pronounced in Palestine to the sense of duty" made reference to the absence of barrack life as follows: "The absence of barrack life, too, is not conducive to discipline or to the growth of esprit de corps." In his despatch of the 25th August, 1921,* by which the Report of the Commission was forwarded to the Secretary of State, the High Commissioner stated "The following measures have already been taken with a view to the improvement

* 43052/21.

of the Force:— . . . (b) Barrack accommodation is being provided in the towns of Palestine as rapidly as funds allow, with a view to the Police being no longer scattered in houses in the towns to which they belong. It will improve the discipline of the Force when the men no longer live with their families and are employed in the same town."

I gather from this that the idea was to house all the men, single and married, in barracks and not let the men, either single or married, live with their families. In the case of a Service in which the period of enlistment and service is short and the Service is composed largely of young men, it is possible to arrange for a system of separation allowances and to provide for all the men, with a few exceptions, living together in barracks. In the case of a Police Force, I submit this is not possible. If a constable has had a thorough training, which it is hoped in future he will have, and if he proves to be an efficient police officer, it is desirable that he should be encouraged to remain in the Force. His special knowledge and his ability to regulate traffic, maintain order, to prevent crime and to detect and prosecute offenders is of value to the country. After ten years' service the policeman, if he is efficient, is at his best, and in all probability he is of most value to the country and to the Government and to the Force between his tenth and twentieth years of service. To expect him to live as a single man in barracks during this long period is not reasonable. It would simply mean that his family would be living somewhere in the town, and although he might have to be present in barracks at certain times to answer roll calls, etc., he would very frequently be with his family. He and his family would be subject to the influences of the people living round them as they are at the present time. The constable would still be required, if necessary, to arrest the landlord of the house in which his family is living. If the constable has arrested a notorious offender or injured a rioter in the course of a disturbance, the constable will know that his family is living in a house in the town unprotected. I submit that the only sound course is to provide barrack accommodation for single men and for all men, married or single, of under three years' service and to provide married quarters for married men of three years' service and over.

The question of providing married quarters for the Palestinian police has probably now been raised for the first time but I would respectfully point out that action has not been taken to provide barrack accommodation for the Force as recommended by the Commission which reported on the disturbances at Jaffa in May, 1921, and as mentioned by the High Commissioner in his despatch above quoted. The position in regard to the housing of the men in the three principal towns, Jerusalem, Haifa, and Jaffa, at the present time is as follows:—The present strength of the other ranks of the Palestinian police at Jerusalem is 160. There is at the present time barrack accommodation for 66 men only. At Jaffa the strength at the present time is 85. No accommodation has been provided at Jaffa for the men. There are 24 men sleeping in the station premises at night but there is no mess-room, bathing, or latrine accommodation for the men and they all get their meals outside. At Haifa the population of the town at the present time is estimated to be 38,500. In the 1922 Census the population is given as 33,404. The strength of the Palestinian other ranks is 154. There is not one single police officer or man housed at the Central Police Station. There are 20 single men living at three out-posts. It will be seen that very little has been done to give effect to the recommendation of the 1921 Commission and that the statement made in the High Commissioner's despatch has not been adhered to. At Haifa and at Jaffa nothing has been done in spite of the fact that it was the Jaffa police in particular that the 1921 Commission had in mind when, after the disturbances at Jaffa in 1921, they commented on the absence of barrack life as not being conducive to discipline or to the growth of esprit de corps.

I calculate that including the Municipal police and not including men now engaged on extraneous duties (it is hoped that these duties will be taken over by other bodies and the men now employed on these duties will not have to be housed) the strength of the Palestinian police in Jaffa, Jerusalem, and Haifa will be as follows:—

				Strength.		Accommodation now provided.	Additional accommodation required.
Jaffa	..	..	..	Men 140		24	116
					(Sleeping at station only)		
Jerusalem	..	..	..	238		66	172
Haifa	..	..	..	174		20	154
					(In out-posts)		

The present strength of other ranks Palestinian police is 1,281. If the Municipal police are incorporated in the main Palestine Police Force and if the additional Palestinian police for the protection of Jewish colonies are sanctioned the Force will be increased by 364 and 129 men respectively on this account. The total strength of the Force will then be 1,774. Deduct from this say 179 employed on extraneous duties the number of Police to be housed will be 1,595.

I would reserve the provision of married quarters for men of good conduct who had served in the Force for at least three years. In the first three years of his service I would insist on a man whether single or married living in the station in barracks. There should always be a reserve of young men living in or over the Police Station itself so as to be able to turn out at any time of fire, disturbance, etc. It will not generally be possible to build married quarters in or over the Police station building though they might be in the immediate vicinity of the station. The single man will be the first to turn out. Of the present strength of 1,261 Palestinian other ranks, 600 (or about one half) are men of over three years' service. If the strength of Palestinian other ranks should become 1,595 under the scheme above referred to, it would probably mean that there would be 800 men to house in married quarters and 795 in barracks as single men.

I inquired in the Commandant's office as to how it was that the recommendation made by the 1921 Commission and the statement made by the High Commissioner, Sir Herbert Samuel, in his despatch of the 25th August, 1921,* to the effect that barrack accommodation was being provided had not been adhered to. The following statement on the subject has been submitted:—

"Details of the requirements of this Department were submitted to Government and Public Works Department early in 1921 (before the Jaffa disturbances). No special orders were issued by Government as a result of the recommendations of the Commission of Inquiry, and apart from repairs to existing buildings and minor constructions and alterations, nothing material was done to provide adequate barrack accommodation for the Force. In May, 1922, orders were received that efforts should be made to lease suitable buildings and in June, 1922, it was stated that no new buildings would be authorized pending a reconsideration of the whole situation. A succession of financial crises delayed progress and up to the present no proper barrack accommodation has been provided at Jerusalem, Haifa, and Jaffa. Two new Police stations have been provided (at Ramleh and Majdal) and two Police posts (in Enab and Affuleh) and there is accommodation for single men at each of these places. Apart from the Police station at Auja el Kafir no accommodation for families has been approved."

It is easy enough to criticize after the event but it does not appear to me that the recommendation made by the 1921 Commission and the statement made by Sir Herbert Samuel have been sufficiently pressed upon Government. Applications for new works have been submitted on the date due in the ordinary course but I do not see that special emphasis has been laid on the urgency of the matter from the point of view of the maintenance of public security. It appears to me that with the definite recommendation of the 1921 Commission and the definite statement of Sir Herbert Samuel to the Secretary of State, the Commandant of Police had a strong case to urge upon the Government. I do not see that when the question of removing the Troops and disbanding the British Gendarmerie in 1925 was raised any case was put forward by the Commandant that on no account should the Troops or the British Gendarmerie be removed until the Palestinian police had been housed in barracks. When it was being proposed that the Troops should be removed and the British Gendarmerie disbanded, the question of the expediency of relying upon the Palestinian police to maintain public security must have been raised. I submit that there was a great opportunity then for the Commandant of Police to insist on his Force being housed before he could begin to think of undertaking that responsibility. If such a statement had been put forward merely on his own authority it might or might not have been favourably considered. With the Report of the Jaffa Commission and the statement of Sir Herbert Samuel to the Secretary of State to support his argument his case would, I submit, have been unanswerable.

In view of the fact that this step which was so obvious to the Commission of 1921 and was actually adopted by Sir Herbert Samuel in the same year has not yet been given effect to I most strongly urge that action be now taken to house the Palestinian members of the Force.

* 43052/21.

117. *The common housing of Jew and Arab is possible.*—It may be urged that it is not possible for the Jew and Arab to be housed together. As previously mentioned in paragraph 78 of this Report, at the Jerusalem Girls' College and at the St. George's Cathedral School Jews and Arabs up to the age of 18 are living together and in the case of adults it has been proved to be possible in the Railway Department. Having heard from Mr. Phillips, District Traffic Superintendent, Palestine Railways, that in the Railway Department Jews and Arabs were living together at Lydda, I visited the Railway compound at Lydda with Mr. Phillips, and found six Jews, twenty Christian-Arabs, and thirty Moslem-Arabs, most of them married, living together in one compound. In one case a Moslem and a Jew were sharing one building which was originally one separate house. A wooden partition had been put up dividing the house in two. There was a separate entrance to each half of the house, but the occupants shared the same garden, shared the same verandah and back premises. The Jew had come from Rumania and had been for five years in Palestine. The other Railway employees were living in semi-detached quarters.

It might be stated that the Jew will object to live with the Arab and that Jews should be allowed to live amongst their own people. As a contrary view to this may I be permitted to quote from an article published in the Palestine Weekly of the 28th February, 1930, on Police re-organization by Dr. M. Glickson, who (in ignorance of my own views) most strongly presses the necessity of preventing constables from "mingling in the day of life with their civilian co-nationals."

Dr. Glickson wrote as follows:—"First of all, constables should not be allowed to mingle in the day of life with their civilian co-nationals. The policeman should not be lost in his own ethnic milieu. He should live a camp life, in an atmosphere of military discipline and the camp itself be under the supervision of a British officer." Colonel Kisch, of the Jewish Agency in Palestine, supports this view. As regards the Moslem-Arabs I made inquiries and am informed that provided there is a walled-in courtyard which separates each house from the house next to it there will be no objection by Arabs to living in a compound with people of other nationalities. The walled-in courtyard will give the necessary privacy to Mohammedan women. In the plan of married quarters which I am proposing, a small walled-in courtyard dividing each quarter has been included.

There would be no practical difficulty, therefore, in arranging for Jews and Arabs to live together in single men's barracks and to live in married quarters in the same compound. I would strongly recommend that in housing the Police no difference should be made between Jew and Arab. All should be housed together. I understand that in the present Training School buildings no difficulty has been experienced in housing recruits under training, whether they be Jew or Arab.

118. *Scheme of housing proposed.*—I beg to submit the following scheme for the housing of the Palestinian members of the Force:—

(a) *Recruits, Non-Commissioned Officers, and Officers under training.*—A scheme for the housing of all men, non-commissioned officers, officers under training, staff and the Superintendent in charge of the Training School has been submitted in paragraph 90 of this Report.

(b) *Constables of under three years' service*—I recommend that all men, whether actually single or married, should live in barracks constructed for single men for the first three years of their service. In a country where men marry young it is not possible to lay down a rule that only single men will be enlisted nor is it possible to make a rule that no man is to get married until he has served for a certain length of time. If such a rule was laid down it would not be observed and would merely lead to false declarations being made. The fact has to be faced that men may or may not be married on enlistment but I submit that it is quite reasonable to insist that every constable in his first three years of service should live in barracks as a single man so that he will at all times be available for turning out to the scene of fire, disturbance, etc. If this suggestion is approved I submit that the most urgent need of the Force is the housing of constables of three years of service and under. A recruit will be housed at the Training School and at the Training School both Jews and Arabs will live, feed, work and play together. It is most important, I submit, that having got Jews and Arabs into the way of living and playing together at the Training School, the system should be carried on at all the stations to which recruits will be posted on first leaving the Training School. If on leaving the Training School where the system has been enforced a constable goes back to live in a

town, Arab with Arabs and Jew with Jews, a great deal of the value of the Training School system and of the money spent on it will be lost.

In paragraph 116 of this Report the accommodation actually provided at the present time for the men in the three principal towns, namely Jerusalem, Haifa, and Jaffa, has been stated. It will have been noted that a very small proportion of the men in those three towns is now housed in any way. I beg to suggest that the first step to be taken is the housing, as single men, of all men of three years' service and under in these three big towns. An estimate has already been prepared for housing fifty single men in Jerusalem. Fifty single men can be housed in dormitories by building on top of the existing buildings, the walls of which are strong enough to carry another storey. As it will not be a case of waiting for land to be acquired and the work can, if approved, be proceeded with at once, I recommend that sanction be given as soon as possible for fifty men of three years' service and under to be accommodated as single men at Jerusalem. The estimated cost of this work is £P.4,000.

While this is being done I suggest that a scheme should be prepared by the Commandant in consultation with the Director of Public Works for men of three years service and under, working in the towns of Jaffa and Haifa, to be housed as single men. As soon as a plan and an estimate can be prepared I recommend that funds should be specially provided for these works.

I regard the housing, as single men, of the men of three years' service and under in Jerusalem, Haifa, and Jaffa to be most urgent. When the Commandant has got out estimates for the housing of the men of three years' service and under in Jerusalem, Haifa, and Jaffa I recommend that he should next look out and see at what other stations in Palestine men of three years' service and under need to be housed as single men. He should then put up to Government a case for each station in order of urgency. If it should not be possible for all the works to be sanctioned at once, I recommend that these works should be sanctioned and carried out in order of urgency.

In submitting the scheme the Commandant should bear in mind the fact that he may have to house 364 Municipal police if the scheme for incorporating Municipal police in the main Force is approved and he may have to house 129 other ranks Palestine police in addition to the present strength if the scheme for close protection of Jewish colonies is approved. From the total strength of the Force the Commandant should deduct men employed as clerks and on extraneous duties, for it is hoped that in course of time the force will be relieved of these duties and there will be no necessity to house the men now employed on them. The men to be housed are the men who are actually required to make arrests in the streets and to deal with riots and disturbances.

(c) *Housing of married men of three years' service and over.*—The present strength of other ranks of Palestinian police is 1,281. Add to this 364 Municipal police and 129 additional Palestinian police which are required for the close protection of Jewish colonies, the total strength of other ranks Palestinian police will be 1,774. If we deduct from this number, say 179 men employed as clerks and on extraneous duties, the number of men to be housed will be 1,595. Allowing for 795 of these men being recruits and men of three years' service and under, there will be a balance of 860 men to be housed as married men.

The plan of a married quarter for Palestinian other ranks which I suggest is a small walled-in courtyard, two rooms which would be entered from the courtyard, and a kitchen behind, there will be blocks of baths and latrines for males and females behind the quarters which will be used by men, women and children. The Director of Public Works estimates that the cost of a quarter in which this accommodation will be provided, together with the cost of building the necessary bathrooms and latrines for all quarters, will work out at a cost of between £P.160 and £P.180 per quarter.

The first question to be decided is what rent is a constable or non-commissioned officer going to be called upon to pay for the occupation of a married quarter. A married constable's quarter will cost say £P.160. The basic pay of a constable is £P.72 a year. Supposing he pays 10 per cent. of his salary he would pay £7 4s. per annum in rent. Supposing we take 10s. a month as a reasonable rent for a constable to pay this would, at 20 years' purchase, mean that the quarter provided for him should only cost £120. I fear that we will not be able to get a suitable married quarter for this sum. I suggest that in view of the

great advantages obtained by Government from the men being housed together it might be possible for Government to consider the question of building quarters costing between £160 and £180 on the understanding that a constable would pay approximately 10s. from his salary towards the cost as rent. If electric light and water is laid on to some quarters and not to others it might be necessary to add a small charge for the privilege of the use of electric light and water where provided. Non-commissioned officers might be housed by giving a non-commissioned officer the end quarter of each block of quarters and giving a non-commissioned officer slightly larger rooms in which he would have the advantage of windows on the outer side which in inner quarters he would not get. The question of a suitable rent to be charged is one that will have to be considered by the Treasurer when a definite statement as to the cost of each quarter has been worked out. I mention 10s. as a rent which would have the effect of attracting into the Force a good class of men.

It is quite understood that it will be a very expensive proposition for Government to start to build 800 married quarters. Apart from the cost of building in some cases it may be necessary to acquire land. Apart from the question of cost it is most important that the plan of married quarters suggested should be given a trial as married quarters suitable for both Jews and Arabs. The scheme I suggest, therefore, is that instead of building large blocks of married quarters at once an experiment should be made in each of the three main districts, namely the Northern, Southern and Jerusalem districts, by building a block of six married quarters, on the lines suggested above, at stations where both Jew and Arab other ranks of the Palestinian police have to be housed and where there are Jews and Arabs amongst the population whom the Police are required to serve. If this is approved I suggest that it should be left to the Commandant to go into the matter with the Director of Public Works and consider at what stations where Jews and Arabs are working together it will be most feasible, from the point of view of the Director of Public Works, to build six married quarters as soon as possible. It will be simpler for example for the Director of Public Works to build at stations where land is at the present time available. If it is possible might I suggest that the experiment be tried out at say Ramleh in the south, at Ras Shearim or some suitable place in Jerusalem and at Safad or Affuleh in the north. It may not be found feasible to build at once at these three places. I make the suggestion that married quarters might be built at the three places, for there are Jews and Arabs amongst the population, and there should be Jews and Arabs represented in the Police Force.

If approved, I would suggest that a block of six married quarters, each consisting of a small courtyard, two rooms, kitchen behind, with a general block of latrines and baths for males and females, be built at each of these places. The end quarters might be non-commissioned officers' quarters and slightly larger than the constables' quarters. The quarters should be occupied by married Jewish and Arab constables and non-commissioned officers of over three years' service. The Officer-in-charge of the station and the Officer-in-charge of the District would watch the experiment, and if it proved successful Government could gradually build married quarters for the rest of the Force at stations where married quarters are needed in order of urgency.

It is quite understood that it will not be possible to provide all the married quarters required at once. The work would have to be spread over a number of years. I submit, however, that a special effort should be made to get all the Palestinian other ranks housed while there are still British troops and British police in the country. If there are 800 married quarters to be provided and 18 were built in the first year as an experiment, this will leave 782 married quarters to be provided in subsequent years. The building of the remaining quarters might be spread over a period of ten years.

I would emphasize the fact that the married quarters in every case should be as close to the Police station as possible. This is essential from the following points of view :—

(a) That married men as well as single men will be on the spot at once when required in case of fire, disturbance, etc.

(b) In time of disturbance or riot the married constable would know that his family was in perfect safety in married quarters near the station whatever steps he might have himself to take in quelling a disturbance.

(c) The men will be on the spot for parades, instruction classes, kit inspection, etc.

(d) The men will be on the spot for games and recreation, which they would enter into with the single men.

(e) The Officer-in-charge of the station and all visiting officers would see very much more of their married men living near the station than if they lived at some distance from it.

(d) *Housing of Married British Police.*—Fifteen married quarters are required for the British police. The cost of each is anticipated to be about £500. The reasons for the quarters being required will be dealt with in a later part of this Report which will deal with British police. Ten married quarters are urgently required for the British police in Jerusalem and I recommend that, if possible, ten married quarters be built at a cost of, say, £5,000.

(e) *Rent for married quarters.*—The British police are entitled to free housing for themselves and for their families if they get married with permission. There is a limit laid down of the number of men who may be married. Permission to marry has to be obtained. As explained in sub-head (b) above, it is not possible in the case of the Palestinian police to place any restriction on marriage. Until all other ranks of the Palestinian police have been housed it will be necessary to charge some reasonable rent for married quarters provided by Government. Moreover rent so charged will, I feel sure, be considerably less than the amount which a constable has now to pay when he himself leases a house. In addition the constable will get from the Government a very much better quarter than he would ever get by himself leasing a house at any rate approximating that which he would be required to pay to Government. When all the Palestinian other ranks have been housed should it at any later date be thought necessary to increase the emoluments of the Palestinian other ranks, the question of granting them free housing instead of making addition to their pay might be considered. The men at the Training School and the men of under three years' service will be housed free of charge in any case. If a man of over three years' service gets a married quarter free of charge it will be a very great incentive to a man of good conduct and good service to remain in the Force. If a man misbehaves and is discharged from the Force one of the losses he will feel most is the married quarter with which he was provided. The provision of married quarters should have great effect in encouraging a good class of man to join the Force and encouraging him to prove reliable and to be well behaved while serving in the Force.

119. *Effect of housing the Police.*—In previous parts of this Report I have stated how important it appears to me to get the Jews and Arabs in Palestine to work together for the good of Palestine. It has been stated that it is much easier for two different peoples to work together for the common good if they can talk to each other. The question of granting language allowances to constables, lance-corporals and corporals of the Police to encourage them to learn other languages has been referred to in paragraph 80 of this Report. It has also been stated in this Report that men get to know each other and to understand each other's point of view if they not only work together but play, feed, and live together. If, by housing the Palestinian other ranks in barracks, it may be found possible for Jews and Arabs in the Police who live, work and play together to do their duty impartially by all classes in all circumstances, it may be realized that what has been found possible in the Police is possible in the country generally.

From a police point of view I can, from personal experience, state that the provision of a Police Training School and the provision of quarters for single and married men of the subordinate members of the Police Force in a country where supervision is necessary and esprit de corps has definitely to be built up, are the best assets of a Police Force. Thirty years ago the number of men housed in the Ceylon Police was comparatively small. We had exactly the same difficulties as are now being experienced in Palestine. The total strength of the Ceylon Police is now 3,165. At the present time there are only 305 men living out of barracks. Quarters are being provided for the remainder, but it is not all being done at once. The work is being gradually carried out. For instance, in 1925, there were 516 men living out of barracks and in 1927, 345. In 1929 the number was reduced to 305, and so I trust the number will be reduced each year until the whole Force is housed.

The effect of men being provided with quarters is seen not only amongst the men serving in the Force but amongst their children. Children brought up in

healthy surroundings, where they can get games, are strong and healthy. If there is a large block of married quarters a school can be started for the children where they can be well educated at less cost than will be possible if the children had to be sent to distant schools. For example, in Ceylon vernacular education is free: education in English is not. A constable cannot afford to send two or more of his sons to an English school, the fees being beyond his means. The Police school, maintained in barracks, is cheap and the fees within the means of the men who have children to educate. Senior boys pay 8d. a month as school fees and junior boys pay 4d. a month. In return for this small charge the boy is educated up to the 7th standard in English. In Colombo, a constable could not have his son educated up to the 7th standard in English as it would cost him 12s. a month in school fees alone. Schools in barracks, therefore, fulfil a twofold purpose:—A man by serving in the Force and keeping a good record can be sure that his son will be well educated, while the force which the boy may eventually join will obtain a well educated man on enlistment.

In paragraph 78 of this Report it is stated how desirable it would be if Jews and Arabs could be educated together instead of being labelled from youth upwards. I submit that if schools could be started in barracks it might be possible for the children of all constables to be educated on the lines adopted in the Jerusalem Girls' College and in the St. George's Cathedral School.

It has been mentioned in paragraph 78 of this Report how important it is that in scouting in Palestine Jews and Arabs should not be kept separate. It might be possible in a Police barracks to start a Police Boys' Brigade or a detachment of scouts to which Jews and Arabs would be admitted irrespective of nationality.

Living in barracks the children of constables can be brought together not only in work but also in games. Boxing and "team" games can be taught to the sons of constables. In a body of men housed, working, and playing together traditions can be created. In bringing up a Police Force there is no better tradition to strive for than to encourage a reliable man of good service to train his son to succeed him in the Force. A spirit of this kind can best be fostered if a Boys' Brigade or Scout detachment can be started in barracks. In Ceylon a Boys' Brigade was started to provide not only exercise and recreation for the sons of men serving in the Force but to train them to become useful men. There are 198 men now in the Force who started by being trained in the Boys' Brigade. His Excellency the Governor presents a Cup each year to the best all round boys in the Brigade and this was won in 1919 by a boy who had been eight years in the Boys' Brigade. His grandfather served in the Force for 25 years, his father is still in the Force. His elder brother is about to enlist in the Force and his younger brother is also in the Boys' Brigade. It is in this way that traditions are made. The housing of the other ranks of the Palestinian police may have far-reaching effects in the years to come. In my opinion, the housing of the Force is likely to do more towards providing a body of men who can be relied upon to do their duty in all circumstances than any other measure which can be suggested. Money spent in training and housing the Force is going to go much further and will do more permanent good than any scheme of granting additional pay to all ranks.

120. *Responsibility of the Head of the Force.*—May I emphasize the fact that buildings do not drop from the skies and the fact that buildings have been recommended by a Commission or that Government has accepted the recommendation will not alone secure the housing of the Force. There could not be a stronger recommendation than that of the 1921 Commission, which the High Commissioner completely accepted. In spite of this, nine years later the Force is in much the same position in regard to housing as it was when the recommendation of the 1921 Commission was accepted. The Government has a large number of Departments to care for and the reports of many Commissions and Committees pass through the hands of Government. It is not, I submit, the duty of the Government to see that every detail of a recommendation submitted by a Committee or Commission is given effect to in a matter where the work of one particular Department is concerned. It is, I submit, the duty of the Head of the Department concerned to see that every recommendation of a Committee or a Commission which affects his Department and which has been accepted by Government is carried out. It is his duty never to let the Government forget its obligations and he should, whenever putting forward a scheme depending

on some recommendation of a Committee or Commission, prominently bring to the notice of Government that it is not only his own opinion that is urged but that he is placing before Government, in a sound and concrete form, a scheme for giving effect to a recommendation which has already been accepted by Government. The Government would not always have funds for the work recommended, the Government has the needs of other Departments to consider, but I submit that the Head of the Department concerned should never take "No" for an answer. Provided that he is sure in his own mind that his scheme is sound and is the best way of giving effect to the recommendation of a Commission, he should continue to urge the needs of the Force upon the Government and be prepared to die in the last ditch in doing so. Buildings will not be obtained by submitting a list annually of new works required. I submit that the Head of a Police Force must work unceasingly if he wishes to see the Force housed. It will give him a lot of work, but in the long run the results obtained will more than compensate him for all the trouble he has undergone in pressing his needs upon the Government.

PART XIII.

Extraneous Duties.

121. *Quite enough work for the Force in attending to and carrying out strictly "Police" duties in Palestine.*—As has been previously stated, more is required of a constable than any other class of Government servant of corresponding position and pay. A constable has necessarily to be entrusted with very wide powers, and, from the point of view of the public as well as from the point of view of the Force, it is important that a good class of man should be attracted into the Force. A constable should be paid a higher rate of pay than the ordinary unskilled labourer. In addition to being well paid a constable has to be clothed, he is granted certain allowances such as good conduct and proficiency pay. He is granted a pension and he should be housed. For these reasons a constable in every country is necessarily an expensive article. Adding one man to the strength of a Police Force involves an addition to the cost of the administration, not only under the head of "Personal Emoluments" but to annually recurrent expenditure under the head "Other Charges." Wages in Palestine are high and the cost of a constable is correspondingly high. A constable's basic pay is £6 a month and, as has been stated in paragraph 58 of this Report, the cost of Police per man and the cost of Police per head of population in Palestine is high.

The difficulties which are being experienced at the present time in inducing the Palestinian members of the Force to do their duty as Police officers by all classes and in all circumstances, irrespective of the race and religion of the offenders against the Law, has been referred to in this Report. From the point of view of the Palestinian constable, the almost impossible position in which he finds himself under present conditions, when expected to do his duty impartially, is fully appreciated and has been referred to in this Report. It has been suggested that it will considerably help the Palestinian constable in the difficult work that lies before him, if on enlistment, he is able to spend six months in a Training School in suitable surroundings where he will live, work, feed and play with men of other nationalities, where opportunities will be given to him of acquiring "character" and a sense of his responsibilities towards the public. If, at the same time, he can be encouraged to learn the other languages spoken in the country, if he has the advantage of the constant supervision of British officers in work and in games, and if he is housed in barracks at the station at which he is serving, it should be of assistance to him to carry out the difficult duties which are expected of him (Parts IX, X, XI, and XII of this Report). The remedies suggested are not inexpensive and the effect of them in adding to the cost of the administration is realized. Without a proper Training School, without supervision, without housing, and unless the constable can speak the languages spoken by all classes of the population whom he is required to serve, the large amount of money now spent on the Palestinian section of the Force is not being spent to the best advantage, and, in my opinion, the Government is not getting sufficient value for it. With training, supervision, housing, and encouragement to learn other languages, I consider there is every hope of the Pales-

tinian being made an efficient policeman and the Government getting better value for the money which it is now paying out.

The man whom the Government and the public wish to see efficient is the policeman who is going to maintain order in the streets, regulate traffic, deal with a riot or disturbance, enquire into crime, arrest and prosecute offenders. These are duties which can only be done by a Police officer. It is the men employed on these duties who should be thoroughly trained as to their powers and responsibilities, well supervised, housed and encouraged to learn other languages. In the Palestine Police Ordinance (No. 17 of 1926) under the head "Duties of the Police" it is laid down that "The Force shall be employed for the prevention, detection and prosecution of crime, the apprehension of offenders, the safe custody of prisoners, and the maintenance of public order and of the safety of persons and property."

There is a great deal of serious crime to be investigated, detected and, if possible, prevented. In the year 1929 there were 4,018 cases of serious crime committed in Palestine, of which 187 were cases of murder or manslaughter (99 of murder and 88 manslaughter). This return does not include cases arising out of the riots. In 1928 there were 4,195 cases of serious crime, of which 199 were cases of murder or manslaughter (115 murder and 84 manslaughter). The proportion of cases of murder and manslaughter to population in Palestine is high, one to 5,000, as compared with one to 13,000 in Cyprus, one to 18,135 in Ceylon and one to 67,000 in Kenya. I always thought the proportion of cases of homicide in Ceylon was the highest in the Empire till I went to Cyprus. Palestine beats Cyprus. It will be seen that there is a great deal of serious crime in Palestine, which requires the best attention of the Police. In addition to the crime committed by the population as individuals, there is always in Palestine the possibility of a riot owing to the state of acute feeling which exists between the Arabs and the Jews. Apart from the duty of maintaining order, preventing a breach of the peace and enquiring into crime, there is, as a result of the special conditions prevailing in Palestine, a volume of work relating to the exclusion and prosecution of undesirables, the deportation of aliens and political undesirables, correspondence with regard to communists and applications for naturalisation. It is laid down in Parliamentary Papers (Cmd. 1700) that "it is necessary also to ensure that persons who are politically undesirable are excluded from Palestine, and every precaution has been and will be taken by the Administration to that end." These duties cast a great deal of extra work on the Palestinian police, which does not, to the same extent, fall to the lot of a Police Force in most countries. The Police must be held responsible for this work, no one else can do it.

If the Palestine police carry out efficiently the duties which only the Police can do in Palestine there is quite enough work to keep the most active and energetic busy.

122. *Collection of debts, fines and Court fees.*—One is struck by the numbers of duties which are not strictly "police" duties which are being undertaken by the Force at the present time. Amongst others, for example, may be quoted the execution of warrants for debt, the collection of fines and Court fees, execution of orders of Court called "execution Orders," which entail the collection of money. The amount of work which this involves is considerable. For example, in the town of Tel Aviv in the year 1929, there were 2,007 civil debt warrants issued. It is astonishing that, in a population of 40,000, there should be this number of warrants for debt. It means that 10 per cent. of the population were being arrested or were the cause of others being arrested for debt. In Jerusalem city in 1929, the Police were required to execute 1,818 civil warrants, and they collected fines amounting to £978. In Jerusalem city one corporal, one mounted constable, and three constables on foot are employed on this duty alone. I submit that it is no part of a policeman's duty to collect fines and execute civil warrants for debt, or to be called upon to collect money for Government in any form. It is submitted that, if a Court makes an order that an offender is fined, and if the Court gives the offender time in which to pay the fine, the offender should personally pay the fine into Court. A Policeman should not have to be sent out to collect a fine from him at his house. If one person chooses to give another credit, and the debtor does not meet his obligations, I see no reason why the lender should be able to secure the services of a Police officer to collect his dues, yet this is what

happens at the present time. The lender applies to the Magistrate for a warrant of arrest against the debtor. The warrant, if granted, is issued to the Police for execution. The Police are required to execute the warrant and what happens in the majority of cases is that, on the steps of the jail or the lock-up to which the debtor is taken to be confined, the debt is paid to the constable. The Police then become responsible for the handling, safe custody, and payment of this money to the Execution Officer. All this involves waste of man-power in executing warrants for debt and waste of time and additional responsibility thrown on Police officers in accounting for this money. I submit that it is an entirely wrong use to make of a Police officer. In my opinion a person who is a debtor should not be arrested by a Police officer in uniform and taken through the streets in custody in exactly the same way as if he had committed a serious offence against the criminal law. If a debtor is to be arrested on a civil warrant, I submit that he should be arrested by a civilian employee of the Court, who would not be dressed as a Police officer. There should be no possibility of confusing a person arrested on a civil warrant for debt with a malefactor arrested by the Police on a criminal warrant. If the civil employee of the Court is resisted in the performance of his duty, or if in some cases, he has reason to fear that he will be resisted, the Police may be requested to be in readiness to support the officer of the Court if necessary, but the Police should not make the arrest and should have nothing to do with arrests of this kind in the ordinary way, and they should have nothing whatever to do with the collection of money.

There are endless opportunities for a constable on duty receiving money as an illegal gratification or of extorting money when on duty. Members of the public will often gladly make a payment to a constable to avoid being served with a summons or to avoid being taken to a Police station in custody. The Royal Commission on Police Powers and Procedure, 1929, in their Report (Cmd. 3297 paragraph 22), stated : —

"We are not unmindful of the many temptations to which a constable is necessarily exposed by the position in which he is placed, and we think that those responsible for the administration of the Police should do all in their power to minimize those temptations."

It is not difficult to imagine that, in a case where a civil warrant has been issued for debt, the lender may bring undesirable influence to bear on the Police to recover his money for him by the prompt arrest of the debtor. The debtor on the arrival at his door of a Police officer in uniform may possibly be anxious to postpone the execution of the warrant until such time as he has money to meet the debt, so that when the warrant is executed he can pay the amount due direct to the constable, and so save being escorted through the streets in custody by a Police officer in uniform. It appears to me that there are infinite opportunities for the offer and acceptance of illegal gratifications under this system.

In order to minimize the temptations to which a constable is subjected, we took a step in Ceylon which had great effect. An order was made that no Police officer was to carry money in uniform. The effect of this rule is that if a person complains at a Police station that he was threatened with prosecution by a Police officer, or that his arrest was threatened unless he made a payment of money, and that money in these circumstances was demanded and taken from him and paid to a particular Police officer, the person making the complaint is at once taken to the spot where he states the offence was committed, and he is required to point out the Police officer in question. The Police officer is searched and, if he is on duty with money in his possession, the fact that he had money in his possession when on duty in uniform, contrary to orders, is a matter which, in view of the complaint, the constable is called upon to explain. The rule has had a great effect in preventing the acceptance of illegal gratifications. The difference between the conditions in a Force where such a rule is observed and the conditions in a Force where constables are being actually sent out to collect money can be appreciated. In my opinion the Palestinian constable is being placed in a very difficult position by being called upon to collect and handle money as he is at the present time.

It is proposed that, at the new Training School, the constable should be impressed with the importance of his duties and the great responsibilities which will be expected of him, as a Police Officer in Palestine, in preventing and dealing with disturbances, and dealing with persons who have committed an offence against the criminal law. He will be informed that his principal duty is to prevent crime, and, when committed, to endeavour to detect it. He will be told that a high

standard of honesty is expected of him. If, after this, the recruit finds himself posted to a station where he is required to collect money, it is, I submit, giving him at once a wrong idea of the duties of a Police officer, and it is exposing him unnecessarily to temptation to which he should not be exposed.

A suggestion as to how the Police may be relieved of this duty will be found at the end of the next paragraph.

123. *Collection of licence fees under the Road Transport Ordinance.*—The Police are at the present time required to examine and test all applicants for licences to drive a motor vehicle (whether private vehicle or vehicle plying for hire) and they are required to examine all vehicles before they can be used on public roads. The duty of examining an applicant for a driving licence and the duty of examining a vehicle before being used on the public roads may conveniently be dealt with by the Police. I see no reason though why the Police should in addition collect the licence fee which must be paid quarterly, half-yearly, or annually to Government by the owner of every vehicle (motor vehicles, carts, and carriages), whether used for private purposes or plying for hire and also collect the fee which has to be paid annually by the holder of every licence to drive a motor vehicle (private or plying for hire). The majority of owners of vehicles pay the licence fee quarterly. They are allowed 14 days at the beginning of each quarter in which to pay the fee. The amount of money paid in which the Police have to handle and account for is considerable. In 1930 it is estimated that a sum of approximately £P.50,000 will be collected by the Police in this way. On my visit to Jaffa I found a British officer doing nothing else but signing licences and collecting money and I was informed that he is occupied for a month at the beginning of every quarter on licence duty. There are five licensing districts in which a British officer has to attend to this duty and the loss of time of a British officer while occupied in this work in each quarter is considerable. Apart from this quarterly payment of a licence fee on every vehicle there are daily payments of money for an original driving licence and for the renewal of a driving licence. A driving licence is in force for 12 months from the date of issue so that driving licences are not renewed on any one fixed date. There are also daily payments on account of the original registration of a vehicle. British police have to be detailed to handle and collect this money daily and a British officer is required daily to sign all licences, check the amount received, and check the cash-book. The licence has to be signed by the British officer when the money is collected. The licence is the receipt for the money paid, the payee cannot therefore be told to come at a later date or time for his licence. The licence has to be signed when the money is paid. The British officer has therefore to be present in each licensing office during the hours the licensing office is open, *i.e.*, between 8 a.m. and 12 noon. After 12 noon the British officer is responsible for the checking of the records and ensuring that the money collected is properly accounted for. He will have one or two hours' work in the afternoon to attend to this. British officers are personally responsible for all licence records. A British officer employed on this duty has therefore to be at his headquarters on each day of the year and he cannot get away for any whole day. There are five British officers so employed, one in each of the five licensing districts.

I submit that where a British Police officer is most needed is out in the streets, in the villages, visiting Police stations and posts, visiting the scene of crime and inquiring into serious cases of crime. No one but a Police officer can do this. The receipt of money in return for a licence is, I submit, purely a revenue matter which can be better dealt with by a Revenue officer who in the ordinary course of his duty is required to collect licence fees and taxes, etc.

I would suggest that in the future the applicant for a licence to drive a motor vehicle and the applicant for a licence to use a vehicle on a public road should apply to the Police in the first instance for his vehicle to be passed by the Police and for he himself to be tested by the Police in the case of an applicant for a motor driving licence. If passed by the Police, the Police would endorse the application for a licence to the effect that the vehicle or person was fit to be issued with a licence whereupon the applicant would take his application so endorsed to the local sub-accountant or to a central licensing officer (other than a Police officer) appointed to collect all Government fees in each District, where he would automatically be granted a licence in exactly the same way as he would pay for any other licence on which a fee was required.

In the same way payment of the annual registration fee on all driving licences and the quarterly, half-yearly, or annual payment of the licence fee on a vehicle could be paid to the local sub-accountant or to a central licensing officer appointed for the collection of all Government fees in each District. When a motor driving licence has been issued there is no further test of the holder. No test of a vehicle is necessary at the time that the quarterly, half-yearly, or annual renewal of the licence is obtained, vehicles used on the public roads can be tested by the Police at any time. All that has to be done when the quarterly, half-yearly, or annual licence fee has to be paid is for the money to be collected and the licence signed. This is, I submit, purely a revenue matter and the only reason for it is the collection of money for Government. The payment of a fee and the collection of it is exactly the same as the payment of a fee for any other licence which is issued by Government. There is no reason, I submit, why because the Police test the driver and examine the vehicle before the original licence is granted that they should from that time forward collect money when the quarterly, half-yearly, or annual renewal of the licence is made. In England licences of this kind can be obtained at the local Post Office. It is a revenue and not a Police matter.

The course proposed, if approved, would not affect the examination of applicants for driving licences and the examination of vehicles to be used on the public roads but it would relieve the Police of all responsibility for the collection and handling of cash.

I have discussed these matters with the Treasurer and I understand that he agrees that in the case of fines payable to a Court the fine should be paid direct to the Court; that civil warrants, such as warrants for debt and all warrants or orders of the Court which entail the collection of money should be executed by a civilian Court staff and not by the Police. The Police would only serve summons and execute warrants in cases of crime. In the case of the collection of the fee due on vehicles and driving licences, the Treasurer sees no reason why these should not be paid into the local sub-accountant or to a central licensing officer other than a Police officer, appointed for the collection of all Government fees in each District.

At the present time 35 men are employed on the duty of collecting debts, fines, and Court fees as follows:—

			Foot Police.		Mounted Police.	
Northern District	..	..	22	..	—	
Southern District	..	..	6	..	3	
Jerusalem ..	..	..	3	..	1	
Total	..	..	31		4	=35

The strength of the Force could be reduced by 35 Palestinian police if these duties could be attended to by a civilian Court staff.

On duties such as the collection of licence fees on vehicles and driving licences, six Palestinian foot police and eight British are employed as follows:—

			Palestinian Foot Police.		British.	
Northern District	..	..	2	..	3	
Southern District ..	..	..	2	..	3	
Jerusalem ..	..	..	2	..	2	
Total	..	..	6	..	8	

The British Policemen could, I submit, be more usefully employed in dealing with offences by drivers and in testing motor vehicles on the road to see if they were fit for use on the public work. The British officer is an expensive article and there seems to be no reason why he should be employed in sitting in an office collecting money in this way when the duty could be better done by a Revenue officer. The strength of the Force could be reduced by the number of Palestinian police employed at the present time on these duties if the collection of licence fees could be made by a Revenue officer.

I would suggest that the matter of the collection of debts, fines, and Court fees and the matter of the collection of licence fees under the Road Transport Ordinance might, if approved, be referred to the Treasurer for a new system to

be devised whereby the duties of collecting debts, fines and Court fees and the collection of licence fees under the Road Transport Ordinance might be done at less cost to Government by the Courts and by some revenue authority than if done, as at the present time, by the Police. The Courts and the Revenue officer may need additional staff to carry out these duties but I venture to think that the cost of this staff would be less than the cost of 37 Palestinian foot police, four Palestinian mounted police and eight British police who have to be trained, clothed and are entitled to Good Conduct Pay, Proficiency Pay and may in future, if approved, be granted Language Allowance and housing. As stated in paragraph 58 of this Report the cost of the Police per man in Palestine is £P.187 and the cost of the Police Force is 16.93 per cent. of the total estimated ordinary expenditure of the country. Anything which can be done to reduce this heavy expenditure should be of benefit to the country.

To the Police Force I am sure it will be of the greatest advantage if the Police can be relieved of these duties, for I feel certain that at the present time it is not only a case of employing men on duties which are not "Police" duties but that the supervision of these extraneous duties by the superior Police officers gives an officer a false impression of the main duties and responsibilities of a Police officer. There are always opportunities for things going wrong with the collection and handling of money and as long as the Superintendent or Assistant Superintendent of Police is held personally responsible for this collection of Government money and fees he is naturally going to give time to this work which should really be given to the investigation of crime and the visiting of stations and posts. At the present time, in every district where licence fees on vehicles and driving licences are paid, a British officer has daily to attend to the collection of money and to signing licences. He has got to arrange to be at his headquarters to see to this. This most certainly interferes with his duties as a Police officer, for as a Police officer he might have to spend 3 or 4 days on the investigation of an intricate case of crime or holding an inquiry into a complaint against the Police or inspecting distant outposts. A Police officer should be free to be constantly on the move and should never be tied down to having to be at his headquarters to receive and handle money. In Part XI of this Report it has been stated that the Palestinian constable is not at the present time getting the supervision he needs, that Police stations and posts are not being inspected sufficiently frequently or thoroughly and that patrols are not being organized and checked as they should be. It has also been stated that it would be a waste of money for Government to build a new Training School for the Police unless the constable is going to be supervised when he leaves the Training School. I submit that it is of great importance that superior officers should be free to give their whole time to the supervision of their men, to the collection and communication of intelligence, the prevention of crime by the organization and checking of patrols, the investigation of crime and the prosecution of offenders in the Courts. It is the British officer who should do this, and I most earnestly recommend that everything possible should be done that can be done to assist him to give his whole time to these duties as being vital to the training of the Palestinian to maintain order amongst all classes of the population. The Royal Commission on Police Powers and Procedure, 1929, in their Report (Cmd. 3297, paragraph 213) stated:—

"holding as we do that the Police are essentially a Force for suppressing crime, we look with some doubt upon these extraneous duties which impede that main end by abating the Police strength . . . we have found that in many districts it is held, as a consequence of the diversion of the Police to other duties, that inadequate protection is now being afforded against the depredations of criminals."

124. *Escort to Tax Collectors, Animal Enumerators, District Commissioners, and District Officers, Serving Notices on villages issued by the District Administration or calling in people from villages at the request of the District Administration, to be carried out by a District Messengers Corps.*—I gather that Police employed on duty with a tax collector go out into the villages with the tax collector for two or three months at a time. The tax collector may stop two or three days in one village. All the Policeman has to do is to sit by the tax collector. I gather that at the present time the tax collector does need an escort for his protection and for the protection of the money collected. I also gather that an animal enumerator needs protection, but everyone I have spoken to on the subject is agreed that the tax collector and the animal enumerator could be protected at less cost to Government in other ways.

It is demoralizing for a trained and active Policeman maintained at considerable cost to the administration, to be sitting day after day in a village watching a tax collector taking in money. There is nothing to stretch him, either physically or mentally, while employed on this duty and he is away from all supervision. In paragraph 94 of this Report it has been stated that the training of a constable should not cease on his leaving the Training School, it should be progressive and this should be provided by a system of weekly parades and weekly instruction classes held at each station and post. In Part XI of this Report it has been stated that unless the constable is strictly supervised when he leaves the Training School, the money spent on him at the Training School and the money spent by Government in building a new Training School is going to be wasted. Supposing that the cost of a new Training School buildings will be £P.40,000, add to this the monthly cost of upkeep and the payment of the staff and it will be seen that the cost of training a constable is going to be considerable. A considerable sum of Government money will have been spent on a recruit by the time he passes out of the Training School. It will be a great pity to see this money wasted. It will be wasted unless the constable receives constant supervision. A constable away with a tax collector or an animal enumerator will miss for two or three months all instruction and parades, the monthly inspection of an officer, the frequent visits of an officer and the check on patrols which it is hoped will be inaugurated. He is bound to deteriorate.

In paragraph 108 of this Report the importance of organizing police patrols with the object of preventing crime and of collecting and communicating intelligence has been referred to. The first duty of the Police is to prevent crime and there is no better way to prevent it than by a well organized and well supervised patrol system. At the present time it would appear that in some districts the despatch of patrols is largely influenced by messages to be delivered for the District Administration, calling in people from the villages at the request of the District Administration and serving notices on villages. The effect of this is that it gives the Officer in charge of a Police station a wrong idea of the use to which patrols should be put. The Officer in charge has been given a number of messages and notices to be delivered and his first thought is to send out a patrol to attend to this duty. If a message can be delivered by a patrol which is in any case going in that direction, well and good, but it may be that the side of the country which needs a police patrol from the point of view of preventing or detecting crime is in a different direction than the villages to which notices have to be delivered. In other words patrols may be sent out for administrative rather than police purposes.

The delivery of messages for the District Administration, escort of tax collectors and animal enumerators, might be attended to by a class of man who need not go through the intensive training which a Police officer would go through at a Training School, a man who would not need instruction in new laws or regulations and would not need to attend parade at least once a week. The man employed on duty of this kind will not need such an expensive uniform as a Police officer. He will not need to be granted Good Conduct Pay, Proficiency Pay, Language Allowances. He will not need the close daily supervision of a British officer and he will not have to be housed.

This matter was brought up and discussed at the Situation Conference held on the 25th February at which the District Commissioners were present and all agreed that untrained persons with less pay than a constable could do all the work that is required by the District Administration. It is suggested that these duties might be carried out by a body of men known as the "District Messengers Corps," or by some other suitable name. A man would be paid, say £P.4 a month, given the powers of a special constable so that when escorting a tax collector, animal enumerator, District Officer, etc., he would have some authority if a tax collector is set upon. He would be given a uniform which would, to the villager, appear to be like a police uniform but would not in reality be a police uniform. He would be given a rifle and given forage allowance. The man would provide his own horse. He would be directly under the orders of the District Officer and would be enrolled and supervised by the District Officer. If trouble arose at any time when a member of the District Messengers Corps was on escort duty, or if trouble was anticipated, assistance could be obtained from the nearest Police station. I am informed that there would be no difficulty in getting suitable

men for this work. Might I suggest that it should be a very suitable duty for a Police pensioner or a Policeman of good character who has left the Force on a gratuity.

There are a number of men now in the Force who are practically illiterate. They joined the Police in the early days of the Force and are not up to the standard required of a Policeman to-day. They should be given a gratuity and appointed to a District Messengers Corps or to other suitable employment under Government, such as orderlies, Court staff, etc. Men of this type would be most useful in a District Messengers Corps or, if employed by a Court, to execute civil warrants as suggested in paragraph 123 above. They are men with a sense of discipline and should do well in work of this kind.

At the present time the Police Force is very young, but as mentioned in paragraph 74 of this Report when the Force reaches the stage when men begin to retire on pension a Police Pensioners' Corps might be started with the object of helping men, who have retired from the Force with a good character, to get employment. In June, 1935, there will be men of the Force who will have served in the Force for 15 years and will be retiring on pension. If there was no suitable post available for a pensioner at the time of retirement, the kind of work he was anxious to take up would be noted and when a job of that kind should turn up the pensioner could be notified and given the opportunity of taking it up. If a good "name" was established for such a Corps, employers of labour would soon get to hear of it and would write or telephone to the Commandant or District Superintendent whenever they wanted a man. In the case of men living out of the Jerusalem District a list would be kept at Jaffa, Haifa, Nablus, and Beersheba of men who were members of the Corps and were available if wanted. If additional Police, special constables, or additional men were required at any time for a locust campaign or other special reason such as additional animal enumerators, these men would always be available. As District Officers want men for their District Messengers Corps, members of the Police Pensioners' Corps could, if necessary, be called up. A great advantage of employing a Police pensioner would be that he would have been well supervised, he would be accustomed to discipline, trained to look after a horse, a rifle, and his uniform and to turn out clean and tidy on duty; and he would have a pension to lose if he committed a crime. This body would form an excellent "Reserve" for the regular Police Force in that in time of disturbances men in employment could be made use of as special constables, the remainder could be called up in a body to do Police duties.

Another effect of a Pensioners' Corps is that if men who retire from the Force with a good record are helped to secure other employment it has the effect of encouraging reliable men to join the Force and it acts as a direct incentive to every man in the Force to keep a good record. If in due course a Police Pensioners' Corps is started the fact should be advertised in the Recruiting Poster to which reference was made in paragraph 85 of this Report.

It is difficult to judge the exact number of men by which the Force can be reduced if such a District Messengers' Corps was started. The Superintendent of the Northern District reports that he can save ten men and adds "the abolition of these duties would in most cases only mean that the Police were set free to do proper patrols, etc., instead of acting as messengers and neglecting their police work as at present."

The Superintendent of the Southern District reports that seven foot and five mounted men could be saved and adds "in addition the supernumerary police asked for every year during the month of animal enumeration would no longer be necessary." I understand that the supernumerary police who are specially enlisted to act as escorts for animal enumerators are paid £P.6 a month but are not granted forage allowance.

The Superintendent of the Jerusalem District reports: "If the Police were relieved of these duties no economy could be effected except that Police would devote their whole time to legitimate police work." I have been into the matter with the Superintendent and he informs me that the reason why he cannot save men if relieved of these duties is that he needs an additional eleven men for duty in the Jerusalem District. The Jerusalem District is short-handed at the present time but as, in a later paragraph it is being proposed to add one sergeant and seven

constables to the strength of the Jerusalem district for duty in plain clothes, the men in the Jerusalem District who are at the present time doing special branch work will be available to cover the shortage which the District Superintendent is experiencing.

I think the best course would be to try the scheme out on a small scale in one District Officer's area in each district to start with. It can then be seen what number of police could be saved, the amount which should be saved on the Police Vote, the number of men required in the District Messengers' Corps and the cost to Government on that account. It is appreciated that, as pointed out by the District Superintendent, Southern District, it is difficult to arrive at exact figures by correspondence, of the number of Police now employed on these duties, as the duties are not whole-time jobs. A constable is not always away with a tax collector or animal enumerator and patrols are not always carrying messages for the District Administration. If tried out in one District Officer's area in each district a sound idea could probably be obtained as to the feasibility of the scheme and if it proved to be a success it could be extended to other districts. If approved, I would suggest that the Commandant and the District Commissioners be authorised to try the scheme out in the Ramleh District Officer's area in the Southern District; at Ramallah in the Jerusalem District and at Safad in the Northern District. After six months' trial a report should be submitted to Government as to the financial as well as to the other results of the scheme. I do not regard this scheme to be such an urgent one as that of the necessity for the Police to be relieved of the duty of collecting debts, fines, and Court fees and the collection of licence fees under the Road Transport Ordinance, as in the case of District escorts the collection of money by the Police is not involved.

125. *Telephone operators, work to be done at less cost by civilian staff.*—There is no reason why a trained Policeman of good physique should be employed as a telephone operator. In certain places the operation of telephones by night would have to be done by Police for police purposes, but in the case of men employed on this duty by day there is no reason why the work should not be done by a civilian youth or girl on less pay. It is calculated that 19 men ought to be saved if the Police can be relieved of these duties, Northern District 11, Southern District 4, Jerusalem 4. In other cases the men employed on telephone duty also keep the station diary, etc., and they cannot be relieved.

If approved I recommend that the Commandant be directed to proceed with a scheme for relieving Police on this duty on the understanding that the strength of the Force is to be reduced in such a manner as to show a saving to Government.

126. *Clerks and Storekeepers, Police officers not to be employed as.*—(a) Clerks—There are in the Police Department at the present time 72 Government clerks. In addition there are 51 Police constables being employed as clerks; in the Northern District 34, in the Southern District 11, and in Jerusalem District 6. At the present time men of a different type to the type of man who enlists with the object of doing duty in the streets joins the force with the intention of doing clerical duties in a Police office. These men do not go through the Police Training School, they do in some cases wear uniform but they do not in the majority of cases do any police work at all out of doors. After two or three years' experience in a Police office they leave to take up an appointment in the Clerical Service or in a civilian capacity. They have no heart in their work as Police officers and the system is a bad one. The time, has, I submit, now arrived for this matter to be put on a proper footing. As I have mentioned under the head "Language Allowance" in paragraph 80 of this Report there is no necessity to grant Good Conduct Pay, Proficiency Pay, Language Allowances to men employed on Clerical duties. Nor will it be necessary to house such men. They do not come in contact with the public. They do not ordinarily do duty in uniform. They will not in the majority of cases be called out to assist in dealing with a riot or disturbance. They do not make arrests, they are Police officers in name only. Yet they appear on the strength of the Force and if the matter is not now dealt with it will probably be found that, in the course of time, these men will be drawing allowances intended for men doing duty in the streets and they will be living in houses built and intended for men who have to arrest their co-religionists.

I have not a sufficient knowledge of the abilities of a Government clerk and as to the amount of clerical work he can get through in the course of the day as compared with the work now being done by a constable employed as a clerk. It is possible that the graded Government clerk might do the work of two constables or if that is not correct two graded Government clerks might do the work now done by three constables. Might I suggest that an officer of the Treasury who has had considerable experience of what a graded clerk can get through, might go into the matter in each district in turn. It will be necessary for him to see what work is now being done by constables employed as whole-time clerks, how many constables are employed for the whole time as clerks and how many Government clerks would be needed to do their work. I am not taking into account a case such as that of a constable or Police officer being brought in to assist in a Police office for a few days in a case of emergency. The case of constables employed as whole-time clerks is only being considered. If Government clerks could be provided the strength of the Police Force should be reduced by the number of constables who are now employed for the whole time as clerks. It has, I understand, been worked out that the cost of a constable who is employed as a clerk and is granted uniform, Proficiency Pay, Good Conduct Pay, etc., is greater than the cost of a junior graded clerk. A junior graded clerk starts on £P.5 a month and he can rise by annual increments of 10s. a month. He receives in addition cost of living allowance, five per cent. of his salary, so he actually draws £P.6 a month on first appointment. A constable draws £P.6 a month and is also entitled to Proficiency Pay £1 5s. od. after one year's service, Good Conduct Pay, after two years, 6s. a month. I understand that it was suggested to the Chief Secretary that constables employed as clerks should be paid £P.1 a month as Extra Duty Allowance. A constable also receives uniform and equipment which cost on first appointment £P.14 and £P.5 per annum for upkeep. It will probably be found that a considerable saving will be effected on the Other Charges Vote if graded clerks are employed instead of constables on clerical duties. I am also quite sure that the work will be more efficiently done by a graded Government clerk.

(b) *Storekeepers.*—Seven men are being employed as storekeepers, three in the Northern District, two in the Southern District, and two in the Jerusalem District. I submit that there should be only one Police officer solely employed in charge of the stores and that is the Officer in charge of the Headquarters store, *i.e.*, the Police Quartermaster. It is, I submit, a mistake to keep a Police officer working in a store or office or on duty such as a telephone operator. It will, I think, be admitted that a Policeman is always at his best when he is continually employed on duty in the streets and in patrolling the countryside. These duties keep him hard and fit, he is in constant contact with the public and under the supervision of his own officers and of the courts, his work is done within the view of the public, who will readily criticize him and bring to notice any case of slackness or inattention to duty. The Policeman is picked on account of his good physique and good character and he is trained to be tactful and considerate in his dealings with the public. To employ a Policeman on a duty such as that of a telephone operator, clerk, or storekeeper, which does not require a man of outstanding physique, is bound to result in the deterioration of the man. While employed on such duties the Policeman is not working under the critical eye of the public. If called out in an emergency the fact that he has grown soft and has not for some time been accustomed to deal with people in the streets and the handling of crowds will tell against him and the Force.

If it is approved that a Treasury officer should go into the question of the employment of graded Government clerks in the Force, I would suggest he might at the same time go into the question of the employment of storekeepers. I would suggest that if possible clerks be employed as storekeepers and the strength of the Force should be reduced by seven men on this account.

127. *Immigration work and Prosecuting cases for other Departments.*

(a) *Immigration Work.*—The Chief Immigration Officer informed me that the immigration work which is now being done by the Police at Ras el Nakura might well be continued in that, being an important frontier Police post, on the main road from Haifa to Beirut, it was advisable to have British police on duty and they should look after the immigration work at this post.

He proposed that there should be two Grade II Government clerks at Rosh Pina to do the immigration work which is now being done by the Police at Rosh Pina and Metullah.

If two Government clerks could be provided for this work, two and possibly three Palestinian constables could be saved at Rosh Pina.

The Chief Immigration Officer is also asking for two Grade II Government clerks at Samakh. If they can be provided, two and possibly three Palestinian constables could be saved at Samakh.

As stated in paragraph 126 of this Report, the cost of a graded clerk would be less than the cost of a constable. Apart from the saving effected I consider that the work would be better done by Government clerks working under the Chief Immigration Officer, and I beg to recommend that the necessary authority be granted for this to be done.

(b) *Police Prosecuting in Customs and Health Departments and Forest cases.*—It was mentioned to me that a certain amount of the time of the Police was taken up in prosecuting cases for the Customs and Health Departments and in prosecuting Forest cases in the Courts. I saw the Head of each of these Departments, and they informed me that, as their own officers gain more experience in the handling of cases in the Courts, this work would gradually be done more and more by their own officers who have the necessary technical knowledge to be able to put the essential facts before the Magistrate. In offences under the Customs, Health Department and Forest regulations it is better that the case should, if possible, be handled by an officer who has this technical knowledge.

128. *Police employed as warders, duty to be done by Prison Department.*—At the present time, for lack of proper jail accommodation, at almost every Police station debtors, remand prisoners, and convicted prisoners serving a short sentence, and persons in the custody of the Police for under 48 hours before being produced before a Magistrate, are being kept together. This system is a thoroughly bad one from every point of view and will be referred to in detail in a later part of this Report. The remedy lies in the provision of separate remand and jail accommodation for remand prisoners, debtors, and convicted prisoners. The only prisoners who should be kept in Police stations are persons who are in the custody of the Police for under 48 hours before being produced before a Magistrate. Till the necessary remand and jail accommodation is provided the present Police lock-ups must be utilized for the safe custody of the other prisoners who have now to be detained. There is no reason, though, why a Police officer should be employed in guarding these prisoners. It is a duty which should be taken over by a Prison warder.

In a later part of this Report I am recommending that, as soon as more jail accommodation can be provided, the Prisons Department should be separated from the Police. There is quite enough work, in my opinion, for a whole time officer looking after the Palestine police, and in my opinion there is a great deal of work to be done in connexion with the reform of the Prisons. Until separate jail accommodation is available it is not possible to make a separate Department of the Prisons, for a great number of prisoners are, as explained above, housed in Police lock-ups. If the Prisons and Police Departments were separated at the present time there would be divided responsibility for the condition of lock-ups, etc. Till additional jail accommodation has been provided one officer must, under the present conditions, be responsible for both Police and Prisons. There is no reason, though, why Police and Prisons personnel should not be kept separate. They are provided for separately in the Estimates. No Police officer should, in my opinion, be employed as a Prison warder. It is not a good duty for a Police officer, who in the future would be trained to prevent, investigate and detect crime and to deal with disorder in the streets. Further, there is no reason why a man employed on duty as a Prison warder should go through the Police Training School or be granted a language allowance. There will be no necessity to house him. Unless this question is now faced a number of men may in due course be drawing language allowance and be housed who are being employed as Prison warders. I understand that at the present time 35 Palestinian constables are being employed as Prison warders in Police and Prison lock-ups as follows:—Jerusalem District 7, Southern District 13,

Northern District 15. I recommend that the strength of the Palestine Foot Police be reduced by 35 and that the strength of the Prisons Department be increased by 35 warders. If this is done the cost to Government of the men employed on this duty should be less, in view of the additional cost of training of Police in the new Training School proposed, and in view of the grant of language allowances and the housing of the Palestinian other ranks which has been proposed.

129. *The Palestinian Section of the Force to be reduced by 179 men if relieved of extraneous duties, and thereafter reduced rather than added to till all have been trained, well supervised, and housed.*—If the Palestinian section of the Force can be reduced to the number that is actually required to carry out the duties which no one else but the Police can do, namely the prevention, investigation, and detection of crime, and the prosecution of offenders, the regulation of traffic and maintenance of order, there should be a reduction in the strength of the Palestine police. Not including the eleven men in the Jerusalem District referred to in paragraph 124 of this Report, whom the Superintendent, Jerusalem District, states he requires for other duties on account of his being short-handed in the District, it is estimated that at the present time 179 Palestinian police and eight British police are being employed on extraneous duties as follows :—

District.	Collecting Debts, Fines, and Court Fees.		Collecting Licence Fees under Road Transport Ordinance.		Escorts to Tax Collectors, Animal Enumerators, District Messengers, etc.		Telephone Operators.	Clerks.	Storekeepers.	Immigration Work.	Prison Warders.	Total.		
	Foot.	Mounted.	Foot.	British.	Foot.	Mounted.	Foot.	Foot.	Foot.	Foot.	Foot.	Foot.	Mounted.	British.
Northern	22	0	2	3	0	10	11	34	3	4	15	91	10	3
Southern	6	3	2	3	7	5	4	11	2	—	13	45	8	3
Jerusalem	3	1	2	2	Vide paragraph 124 none at present as short handed.		4	6	2	—	7	24	1	2
	31	4	6	(8)	7	15	19	51	7	4	35	160	19	(8)

Total : 179 Palestinian police, of whom 19 Mounted, 160 Foot.

It is estimated that these duties could be carried out at less expense to Government by members of other Departments than if carried out by a Police officer, who has to be trained, clothed, and supervised, granted allowances for good conduct and proficiency, and who may in the future be granted language allowances and housed. If these duties could be performed by other Departments as suggested, the strength of the Force could be reduced by 179 Palestinian police. The eight British police who are employed on road transport licence duties would be free to give their whole time to the real "police" side of the Road Transport Ordinance, such as testing vehicles, testing applicants for motor driving licences, testing vehicles on the road, on motor patrol duty to enforce the Road Transport Ordinance, and detect offenders against the Law, seeing that motor buses plying for hire comply with the Law, etc. I would not at the present time reduce the number of British police in the country below the number of 650 recommended.

If it is approved that the Force should be relieved of these extraneous duties I submit that it should be definitely laid down that, as the cost of the Police in Palestine is high, and as, under the proposed new system, the training, grant of language allowances, and the housing of a constable is going to add to the cost of the Police per man, no men should be employed on any duty other than strictly Police duty. Every man in the Force being employed on strictly Police duties must be trained progressively each week to become and remain a thoroughly efficient Policeman, who can be called upon to make arrests and deal with his co-religionists in a riot or disturbance. It is not so much quantity as quality which is required in the Palestinian police to-day. Later on, when the Force has been well trained,

is being well supervised and housed, it may be possible to reduce the number of British police and the number of Palestinians may have to be increased. As long as there are British police in numbers in the country I would advise that, after the number of men necessary for the close protection of Jewish colonies, for the re-organization of the work of the Criminal Investigation Department and for the duties performed by the "Special Branch" in Districts have been provided, the number of the Palestinian police should not be added to, but that every effort should be concentrated on training, supervising, and housing the present strength, and not till this has been done should the number be added to. I think that, for some years, there will be quite enough work for the officers of the Force in training and supervising the present strength. What is needed is not more Palestinian police at the present time but better trained and better supervised men, who should be housed in barracks and married quarters.

I am afraid that the proposals put forward to relieve the Police of these extraneous duties will necessarily throw work on other Departments. In the circumstances I fear this will be unavoidable. I submit that the question which has to be asked is: What is one of the greatest needs of Palestine to-day? If the answer is an efficient Police Force, it is, I submit, essential that the British Officers should give their whole attention to the training and supervision of the Palestine police and to the prevention, investigation and detection of crime. This they cannot do so long as they are held responsible for the handling and collection of money.

PART XIV.

Municipal Police.

130. *Distribution of Municipal Police.*—There are in Palestine two Inspectors and 364 other ranks of a body known as "Municipal Police" who do duty in municipal towns and are nominally paid for by the Municipality. In the year 1929 the Municipalities of Jerusalem, Jaffa, Haifa, Nablus, and Tel Aviv received a grant-in-aid from Government towards their general expenditure, which includes the cost of Police employed within the municipality. In the case of Tel Aviv in the year 1929 the Municipal Council was allotted a sum of approximately £P.6,000 as a grant-in-aid by Government to cover the cost of the Police in Tel Aviv. I understand that this sum covered the cost of personal emoluments, at regular police rates, of the Force for one year.

The Municipal police are distributed as follows :—

Northern District.—64 other ranks (Haifa 35, Acre 5, Beisan 3, Nazareth 6, Safad 6, Tiberias 9).

Nablus District, proposed new District.—25 other ranks (Nablus 16, Tulkarem 4, Jenin 5).

Jerusalem District.—105 other ranks (Jerusalem 73, Beit Jallah 3, Ramallah 8, Bethlehem 9, Hebron 12).

Southern District.—Two officers and 168 other ranks (Jaffa 1 officer and 48 other ranks, Ramleh 11 other ranks, Lydda 13, Gaza 15, Mejdal 6, Khan Yunis 2, Tel Aviv 1 officer and 71 other ranks).

Beersheba, proposed new District.—Four other ranks at Beersheba.

Total.—Two officers and 364 other ranks.

131. *Rates of pay drawn by Municipal Police.*—The members of the Municipal police are clothed by the Municipality and as above stated are nominally paid for by the Municipalities concerned. The rates of pay vary considerably.

In the Northern District.—At Haifa a constable is paid £5 a month, at Acre £4 10s., at Beisan £3, at Nazareth £4 5s., at Safad £5 10s., at Tiberias £5.

In the Nablus District.—At Nablus £3 10s., at Tulkarem £4, and at Jenin £3.

In the Jerusalem District.—At Jerusalem £6, at Beit Jallah £4 10s., at Ramallah £3, at Bethlehem £4.

In the Southern District.—At Jaffa £6, at Ramleh £3 10s., at Lydda £3 10s., at Gaza £3 10s., at Mejdal £1 5s., at Khan Yunis £3, at Tel Aviv £6, plus certain allowances.

In the Beersheba District.—At Beersheba £3 10s.

132. *Duties of Municipal Police.*—The duties of the Municipal police vary. In Jerusalem some of the men are employed by day, the majority by night. Some are allotted to the Mayor and are employed on non-police duties. In Tel Aviv the Municipal police do all the police work of the town and, with the exception of a British officer who is provided by Government to supervise the Force and with the exception of ten British police who will be stationed in Tel Aviv in connexion with the new scheme of wide distribution of British police, the whole force is Jewish. Fourteen of the 71 other ranks at Tel Aviv are employed on non-police duties such as enforcing building laws under the Town Planning Ordinance, the Public Health Regulations, etc. These 14 men work under the Municipal Inspector.

Generally speaking it may be said that the Municipal police are employed on beat duty, and watch and ward by night in towns. They are supposed to do 12 hours' night duty from 6 p.m. to 6 a.m. They are expected to do this for seven nights in the week, for 365 days in the year continuously from year to year without any change of duty. They are, I understand, fortunate if they ever get a holiday and they do not get a pension. It is, in my opinion, inhuman to ask this of any man. To expect any man to keep awake, keep on the move and patrol a beat continuously for 12 hours every night is asking too much of a man. He might do it for one night but he cannot possibly do it for seven consecutive nights, much less for 365.

In the ordinary course of events, eight hours' duty in the 24 hours should be a Police officer's tour of duty. He either does this duty in two reliefs of four hours each, or if he does it in one tour of 8 hours at a stretch he is given half an hour off for meals and rest in the middle of it. A man employed on night duty one week will be changed on to day duty next week. No man should be kept on night duty continuously.

133. *Training and supervision of the Municipal Police.*—The Municipal police have had no training. They have not, with the exception of two men of the Tel Aviv Force, been through a Police Training School. With the exception of the Municipal police at Tel Aviv, who police the whole town, they get very little in the way of instruction and drill. It is impossible to get together for drill or instruction a body of men who have done 12 hours' night duty.

These Municipal Police Forces are the remains of an old Turkish system. It is a part of the Ottoman Law that:—

"the employment of watchmen to guard streets and houses in cities and towns is a necessity (compulsory). . . .

"A watchman should be over 25 years of age and less than 60, and he should not have undergone a sentence for heinous crime The regulations for the selection and appointment of watchmen, the rate of pay they get and the manner in which this should be levied and collected are to be settled by the Administrative Council in accordance with habit and custom and need, on condition that these regulations be approved by the Commandant of Police in Constantinople and by the highest official in the administration outside Constantinople. . . . The watchman will be placed under the jurisdiction of the local Police and they will have to help the Police in the performance of preventive and judicial duties, and when performing these duties they will have the rights and responsibilities of the Police."

This Law is dated 1913.

I submit that the world is moving too fast, and Palestine is far too important a place in it, to allow beat duty by night to be carried out in towns by an untrained body of men who are expected to keep awake and keep on the move for 12 hours each night throughout the year.

In England and Wales there are entirely separate City and Borough Police Forces, which are maintained by the local authority. The local authority enlists, trains and supervises its own force. Each force is inspected once a year by an Inspector of Constabulary appointed by the Home Office and if the Inspector certifies that the Force is fully equipped, up to strength and properly administered, the Central Government pays half the cost of the force. The position in England and Wales

is different to that existing in Palestine. In England there are no other Police in the City or Borough but the Police who are under the control of the local authority. The local authority supervises its own force and it would not receive a grant-in-aid from the Central Government unless the force was properly trained and supervised. The position in Palestine is that there are in one town two separate bodies of Police, namely the Palestine Police Force and the Municipal Police. Though called "Municipal Police" all the men who do beat duty by night are acting under the supervision of the Palestine Police Force. It is the Palestine police who check the Municipal police and supervise their work. The Municipal police report at the Police station of the Palestine police before they go on or off duty. Everyone I have spoken to, including the local bodies concerned, is agreed that it would be a much sounder proposition if both forces were merged into one. Both forces would then draw the same rate of pay and they would parade, be trained and treated in exactly the same way.

134. *Recommendation of Committee appointed to go into the question of the organization of the Municipal Police, dated 30th June, 1927.*—In October, 1926, a Committee was appointed to go into the question of the organization of the Municipal police. The Committee submitted a report on the 30th June, 1927, and stated:—

"(4) In regard to Municipal Police Forces, the present system is that in municipal areas the central authority maintains a police establishment which performs police duties in that area or is stationed in that area for police duties necessary in a rural circumscription of which that municipal area is a convenient centre. This establishment of police maintained by the central authority is supplemented by an establishment of Municipal police which is paid for by the local authority, but controlled by the central authority in a greater or less degree according to the relations which exist at the time between the district administration and the municipal authority. With the advent of elected municipalities it is anticipated that this system will be even more difficult to operate than it has been in the past.

"(5) We are agreed that it is uneconomic and inefficient to contemplate the existence of two Police Forces operating under two authorities, each Force having special functions. Equally we are agreed that it is impossible to contemplate dual control over one Police Force. It follows that a Policeman must be deemed to be a Policeman available for all police functions to be performed at any time in any part of Palestine whether urban or rural. This can best be achieved by abolishing all Municipal Police Forces in the country and maintaining one Police Force available for all police duties in any part of Palestine.

"(6) We are agreed on the principle that it is a proper responsibility of a local authority to maintain good order within the area of its jurisdiction. Equally it is the responsibility of the central authority to see that peace and good order are maintained throughout the whole of the country. At present the local authority carries out its responsibilities by providing—generally under pressure—what are now described as Municipal police. The central authority on the other hand ensures peace and good order by maintaining and paying for the Palestine police. We are of the opinion that if the police functions throughout the country both in urban and rural areas are to be performed by one force the local authorities, in accordance with the principles already outlined, ought to meet their responsibilities by subscribing to the upkeep of such a force.

"(7) We are agreed that public security is of such importance to the country that complete executive control of the Police Forces must be vested in the central authority and not in the local authorities. The criminal law is the same for all inhabitants of the country and it is therefore essential that the machinery by which good order is maintained and offenders brought to justice should be identical in all areas.

"Experience tends to show that if local authorities undertake this responsibility the machinery varies from area to area; the standards of efficiency are different and lack of co-operation between the authorities of local areas becomes manifest. It is, therefore, imperative that however far devolution of the functions of Government to local authorities may in the future be admitted, a central authority in respect of preservation of peace and good order, sound investigation of crime and prosecution of offenders shall be maintained."

The Committee recommended that the Municipal police should be incorporated in the main Palestine Police Force and that the maximum contribution of municipalities in aid of the police vote should be 50 per cent. of the total estimated cost of pay, excluding the cost of uniform, equipment, and allowances for good conduct pay and proficiency, of the urban foot police (*i.e.*, the Municipal and Palestine police actually employed on "police" duties) in municipal areas.

The Committee recommended in paragraph 8 of their report that in view of the fact that the Municipality would be paying half the cost of the urban foot police in municipal areas, the Municipal Council should have certain powers and, with the approval of the High Commissioner in Executive Council and with the advice

of a Standing Committee on which the District Commissioner and the Commandant of Police or their delegates should be represented, to make by-laws in respect of the following :—

- (1) Control of traffic.
- (2) Storage of inflammable material and prevention of spread of fire.
- (3) Control of places of public entertainment and sale of alcoholic liquor.
- (4) Any other matters which from time to time may be approved by the High Commissioner in Executive Council.

The Standing Committee referred to was to consist of :—

- (1) Three members of the Municipal Council.
- (2) The District Commissioner or delegate.
- (3) The Commandant of the Palestine police or delegate, and their duties were to be to advise the Municipal Council on the following matters :—

- (1) Establishments.
- (2) Rates of pay.
- (3) Barrack accommodation.
- (4) Location of Police stations.
- (5) Road traffic regulations.
- (6) Fire fighting measures.
- (7) Street lighting.

The Solicitor-General, to whom the report of the Committee was referred, stated, in his report of the 20th September, 1927, that he considered that :—

"two checks on the exercise of the power of the Council are unnecessary. One check is sufficient, namely the approval of His Excellency in Council or, as is contemplated in the draft Local Government Ordinance, the approval of the Central Government authority, entitled the 'Local Government Board.'"

"Either His Excellency or the Local Government Board will have the advice of the Commandant and the District Commissioner and it seems desirable that their advice should be given to Government rather than to the Standing Committee on which they are in a minority."

The Solicitor-General pointed out that :—

"with regard to the subject matter in respect of which the power to make by-laws is to be exercised, there is set out below the provisions of the existing law."

"(1) *Control of Traffic*.—Section 20 of the Road Transport Ordinance provides that the Municipality may with the consent of the District Commissioner make by-laws in regard to :—

- (a) Tariffs within the Municipal area ;
- (b) Stands for public vehicles ;
- (c) Fitness of carts and carriages and the animals drawing the same, etc.

"I cannot think of any other matters which could properly be devolved upon the Council."

"(2) *Storage of Inflammable Material, etc.*—Until Regulations are published under the Trades and Industries Ordinance, the Ottoman Rules dated the 28th Sha'aban 1324 apply, under which the Council is the licensing authority.

"Under the Trades and Industries Ordinance the Council is the licensing authority but can only grant a licence with the approval of the Director of Health, and in some cases with the approval of the Commandant of Police."

"(3) *Intoxicating Liquors and Public Entertainments*.—The Intoxicating Liquors and Public Entertainments Ordinance provides that the licensing authority shall be the Municipal Council as to premises situated in the Municipal Area. Provided that no licence can be issued without the authorization of the District Commandant of Police of the area. Section 6 of the same Ordinance provides that where a licence granted authorizes carrying on within a municipal area of any trade to which the Public Health Regulations, 1920, are applicable, the consent of the Health Department to the issue of the licence must be obtained.

"This seems to be the proper arrangement.

"I believe that one of the objects of requiring the consent of the Police is that, apart from the question of public order, they take a more independent and broader view than some Councils can be expected to take having regard to their religious scruples."

"(4) *Fire Fighting Measures*.—This is a duty imposed on Municipal Councils by the existing law."

He also stated :—

"Establishments are, I think, solely the responsibility and concern of Government, since the police in a municipal area will not be a distinct unit but part of the force for the whole country. The strength of the Police Force maintained in a municipal area may be a matter on which the Council could well make representations to Government since their contribution is based on the estimated cost of pay. I see no reason, however, for the proposal that the Council should be compelled to recommend to Government the advice tendered by the Standing Committee on this matter. The Council should be free to make such recommendations as they think fit on this question as well as on the questions of rates of pay, including special local allowances, and location of Police stations. I do not think that the Council are concerned with barrack accommodation since they are not contributing to the cost."

The High Commissioner in forwarding the Report of the Committee to the Secretary of State by his despatch No. 488 of the 16th May, 1928,* stated that he had :—

"considered the Report on Executive Council and decided in favour of adopting the recommendations in it with the reservations that :—

- (a) the recommendation in paragraph 8 should be modified in the manner advised in the accompanying memorandum by the Solicitor-General ; and
- (b) the practice of granting local allowances which had to be followed in Tel Aviv should be restricted to that place, and not extended as suggested in paragraph 9."

What the Committee recommended in paragraph 9 of their Report was :—

"We also consider that there is no great objection against the payment of local allowances by the Municipal Council provided that such payments be only made with the approval of the central authority. Such allowances should not, however, be included in calculations necessary to the determination of the amounts of gratuities or pensions that may become payable under any Pensions Ordinance in force. It should further be a condition that any grant payable by the local authority to the central authority shall be based on the standard rates payable to members of the single Police Force in the country."

135. *If the Municipal Police are merged into the main Palestine Police Force there should be no local allowances granted to the Police of any particular town.*—May I be permitted to say that I agree entirely with the recommendations put forward by the High Commissioner in his despatch of 16th May, 1928,* and with the view of the Solicitor-General, with the exception that I do not consider the grant of "local allowances" should be permitted in any town if the Municipal police are merged into the main Palestine Police Force.

I beg reference to paragraph 73 of my Report in which I urged that there should be no separate Jewish section in the Police Force. I also beg reference to paragraph 74 of my Report in which I recommended that the subsidizing of Jews in the Police Force should not be permitted. I there stated :—

"the basic rate of pay, £P.6, is sufficient for the man with no qualifications above the average. If a superior class of man joins the Force let him be given allowances which he can earn by special qualifications. . . . If the Jew is a more intelligent man he should show proof of it and if he does so he will find that he will get a greater remuneration for his services than a man who is not so intelligent. This will be possible by his qualifying for the award of Proficiency Pay, Good Conduct Pay and a proposed Language Allowance. . . . A Jew should not, in any circumstances, be given any more pay than an Arab merely because he is a Jew. . . . A Jew joining the Police must have one master only, and he must regard the Police as a service in which it is open to him to make a career for himself and he should be given definitely to understand that his only hope of drawing more pay and getting on quicker than another man is by proving himself to be more intelligent, more reliable and a better policeman than the other man."

I presume that it is on account of the local allowances being paid to the members of the entirely Jewish force at Tel Aviv that the Committee put forward the recommendation that :—

"there is no great objection against the payment of local allowances by the Municipal Council provided that such payments be only made with the approval of the central authority. Lord Plumer in his despatch recommended that 'the practice of granting local allowances which had to be followed in Tel Aviv should be restricted to that place.'"

I presume that this recommendation was put forward with the idea that it would be difficult otherwise to incorporate the Tel Aviv police into the main Palestine Police Force.

The position in regard to the Tel Aviv Police is this. It is, as stated, an entirely Jewish force serving in an entirely Jewish town. The Municipality of Tel Aviv have been in the habit of granting the following local allowances to members of the Tel Aviv force, namely :—

£1 ros. to a man if single.

£2 if married, and up to £2 ros. according to the size of his family.

A constable also receives £P.6 in pay.

These amounts are, I understand, paid on the understanding that the Jew in the Tel Aviv Municipal Police Force is an intelligent class of man and cannot be expected to live on the same rate of pay as an Arab.

May I say that if the grant of language allowances which has been recommended is approved I would urge most strongly that the principle put forward in paragraph 74 of my Report should be insisted on, namely that the only allowance of any kind which should be given to a man in the police force will be an allowance which he has proved himself to be specially fit for. If he claims to be a more intelligent class of man than another he must prove it. If he proves it he will be entitled to the proficiency and language allowances.

If we examine the rates of pay and allowances now granted by the Municipality to the Tel Aviv police and the rates of pay and allowances which a man might draw under the new scheme proposed in the Palestine police I think it will be found that there will be no necessity for any system of local allowances to be continued at Tel Aviv or in any other town.

<i>Tel Aviv Police Pay and Allowances.</i>	<i>Pay and allowances which might be drawn under the scheme proposed for the Palestine Police.</i>
<i>Constable of one year's service.</i>	
£6 pay, and £1 10s. local allowance if single, and uniform. Total £7 10s.	£6 pay, and say £1 language allowance, £1 5s. proficiency pay, uniform, and free housing as a single man. Total £8 5s.
<i>Constable of two years' service.</i>	
£6 pay and £1 10s. local allowance if single, plus uniform. Total £7 10s.	£6 pay, say £1 language allowance, £1 5s. proficiency pay, 6s. good conduct pay plus uniform and free housing as a single man. Total £8 11s.

NOTE.—A constable in the Tel Aviv police cannot rise beyond £6 pay, plus say £2 10s. 0d. maximum allowance to married men with family, total £8 10s. 0d. In the Palestine police under the scheme proposed a constable will be able to draw £6 pay, a maximum of £2 language allowance, proficiency pay £1 5s. 0d. and a maximum of £1 10s. 0d. good conduct pay. The maximum a constable will be able to draw will be £10 15s. 0d. It is not probable that a constable will draw this maximum amount as, if he is intelligent and passes both language examinations in the higher standard, he will probably be a Corporal or a Sergeant. A constable in the Palestine police can rise to the rank of Corporal at £8, Sergeant £10, Sub-Inspector £14, 2nd Inspector £18, 1st Inspector £22 and possibly to Assistant Superintendent at £25. In the Tel Aviv police there is only one appointment as officer, one as sergeant and eight as corporals to which sixty-two constables can hope to rise.

I would recommend that in the case of an efficient force such as the Tel Aviv police (I inspected them on my visit to the Southern District and found them to be active, well drilled, well turned out, and intelligent) they should be permitted to go up for proficiency pay immediately the Municipal police is merged into the main Palestine Police Force, provided that they have completed one year's service in the Municipal police. A man will also be able to draw language allowances provided he is qualified to do so from date of enlistment in accordance with the scheme submitted in paragraph 80 of this Report.

If this is done a man in the Tel Aviv police to-day will be no worse off when the Tel Aviv police is merged into the Palestine police, provided that he really is an intelligent man who is worthy of drawing more than £6 a month. If he is not sufficiently intelligent to pass the proficiency examination and if he is not sufficiently intelligent to draw language allowances, then he is not deserving of more than £6 a month. If he is sufficiently intelligent to pass the proficiency examination and obtain the grant of language allowances he will actually be better off in the Palestine police under the new scheme than he would in the Tel Aviv police. Further, if the scheme of housing the force is approved, he may, in course of time, as a married

man of over three years' service, get a house provided by Government at a rental of ros. a month which he would not be able to get if he leased a house himself in the town of Tel Aviv. If a man at the present time in the Tel Aviv police force is not fit to pass a proficiency pay examination and draw language allowances and he does not wish to come in to the Palestine police at £6 a month he can resign and I am quite sure that there are many Jewish lads in Palestine to-day who would be prepared to come into the Palestine police in his place if language allowances were granted.

An effort is sure to be made for these special local allowances at Tel Aviv to be continued. I would recommend that any such application should be most sternly rejected. If Government once gives way on this point they will be faced with the position in the Palestine Police Force of paying a different rate of pay (even if it is called an allowance) to one particular class of man entirely on account of his nationality. A Jewish constable working in Tel Aviv will be paid on a different scale from that of an Arab constable working in the adjoining town of Jaffa merely because he happens to be a Jew. It is in this way that trouble arises. The only hope for the Palestine Police Force is, as already stated, to get rid of labels and for every man, Jew, Arab, or Greek, to enlist and be treated in exactly the same way throughout his service. The only difference that would be made between one man and another at any time would be that the man who proves himself to be more intelligent would be eligible for certain allowances of whatever nationality he may be which the illiterate or poorly educated man would not be able to draw.

As regards good conduct allowances and pension, I would recommend that when the Municipal police are merged into the Palestine police all men should be eligible to draw good conduct pay and pension with effect from the date on which the Municipal police are incorporated in the main Palestine Police Force. Previous service would count towards proficiency pay only.

I may say that there would be no difficulty in every man who is qualified to pass the proficiency examination getting the proficiency pay allowance. The present strength of constables in the Palestine police is 1,060. 30 per cent. of the constables may draw proficiency pay, i.e., 318 men. At the present time only 238 are drawing proficiency pay. There are 80 vacancies. If the Municipal police were absorbed into the regular force the total number of constables would be 1,395. Of these 418 (30 per cent.) would be eligible for proficiency pay. The number of men now drawing proficiency pay is 238. There will therefore be 180 vacancies. There are only 62 constables in the Tel Aviv Municipal police so that if every man is thoroughly efficient there is no reason why every man of one year's service in the Tel Aviv police should not immediately qualify for the grant of proficiency pay.

There will be many men at present serving in the Municipal police who would be found to be illiterate, of poor physique and too decrepit for the regular Police Force. It would not be possible to take such men on in the regular Police Force. Their places would have to be taken by new recruits.

136. *Tel Aviv Municipal Council.*—One of the points which the Tel Aviv Municipal Council raised when a deputation met me was that they felt it a sore point that whereas the Police in Jaffa were armed the Municipal police at Tel Aviv were not armed. I pointed out that it was impossible to issue arms to a body of men who had never been through a Police Training School. As a matter of fact eight rifles had been issued to Tel Aviv for the use of the Tel Aviv police if necessary. I mention this point for if the Municipal police are merged into the main Palestine Police Force every man in future will go through the Police Training School and every man in the Force will be armed. A point such as that submitted by the Tel Aviv Municipal Council will no longer arise. The Police in Tel Aviv will be in exactly the same position as the Police in every other part of Palestine.

Another point which the Tel Aviv Municipal Council raised was that if the Tel Aviv Municipal Police was incorporated in the main Palestine Police Force there will be no guarantee that the majority of the Police Force in Tel Aviv would be Jews. I pointed out that as the town of Tel Aviv was entirely Jewish no Police officer in his senses would attempt to police the town of Tel Aviv with a body of men the majority of whom were not Jews.

137. *Extraneous duties in Municipal Towns.*—One point which must be watched if the Municipal police are merged into the main Palestine Police Force is that the main Palestine Police Force must not carry on the extraneous duties which are now being carried out by the Municipal police in Jerusalem, Tel Aviv, etc. As I mentioned in paragraph 132 of this Report, in Jerusalem some of the men are allotted to the Mayor and employed on non-police duties and in Tel Aviv 14 men are employed on non-police duties such as enforcing building laws, etc. Any men who are now employed on extraneous duties should be cut out of the Municipal Forces when they are handed over to the Palestine Police Force. These extraneous duties should be attended to by municipalities by a municipal and not by a police staff. The Palestine police should on no account become responsible for extraneous duties in any municipal town.

138. *Municipal Police should now be merged into the main Palestine Police Force so that a better trained and more efficient body of men can be secured.*—Subject to the conditions which have been suggested in the preceding paragraphs, I recommend that the Municipal Police Forces in Palestine be now merged into the main Palestine Police Force. In his despatch No. 889 of the 22nd October, 1928, the Secretary of State raised the following point:—"You will, I am sure, agree that it is most desirable that the Palestine Government should not at the present juncture assume any additional commitments and that they should not, therefore, embark on any scheme which will increase the charge on Government funds for security forces."

In view of the aid which Government has had to give to municipalities in the past in the form of cash grants and services, I gather that if the scheme is approved the additional liabilities of Government therefore will not be great. I gather that if it is laid down that the maximum contribution by the municipalities in aid of the police vote should be 50 per cent. of the total estimated cost of pay (excluding the cost of uniform, equipment, and allowances for good conduct pay, proficiency, and languages) of urban foot police (i.e., the Municipal and Palestine Police actually employed on Police duties) in municipal areas, the Government ultimately will be little worse off under this scheme than they are under the present conditions whereby cash grants and police services have to be given to municipalities for the maintenance of local public security.

From the point of view of an efficient Police Force, may I say that from the humane point of view in regard to the conditions under which the Municipal police are now working, as described in paragraph 132 above, it is essential that the Municipal police should now be merged into the main Palestine Police Force.

PART XV.

British Police.

139. *Good record and good reputation throughout Palestine.*—In the course of my inquiries the most opposite views have been pressed upon me on almost every subject. There is only one matter on which every one I have spoken to is in entire agreement and that is with regard to the good work and the good name of the British police. The British police have earned a name the world over, but I doubt if the reputation of a British Policeman stands higher anywhere in the world than it does to-day in Palestine. I can only say that one feels very proud to be in any way associated with the name when one hears of what the small force of British police in Palestine did in August, 1929. The Commission which inquired into the disturbances of August, 1929, in their Report (Cmd. 3530, page 146) have paid the highest tribute to the work of the British police. Colonel Kisch in a memorandum, dated the 24th December, 1929, which he drew up on the subject of "Defence and Security" stated "both during the period of active rioting and during the subsequent period of tension, it became abundantly clear that the British police are effective out of all proportion to their number in dealing with such a situation as that which arose on 23rd August, last." May I say that one has only to come into contact with this body of men to realize how thoroughly they deserve the good

name they have made for themselves in Palestine. They are as fine and as nice a body of men as anyone could possibly want to meet. One is struck at once by their physique, their intelligence, their good nature, good sportsmanship and the way in which they go about their duties with a smile wherever one may happen to meet them. The Commission in their Report (page 170) mention the tact, courtesy, and willingness of Corporal Parker, who was attached to them during their stay in Palestine. The Commandant very kindly placed at my disposal a Police motor car which throughout my stay has been driven by Constable Macpherson. He also attached to me as an orderly Constable Christie. May I be permitted to say that all the Commission wrote of Corporal Parker is true of these two men. One could not have been associated with two nicer men and I should like to pay a tribute not only to their good services but to the happy way in which they invariably set about any matter in hand. I am extremely grateful to the Commandant for placing at my disposal two such splendid men. What is true of Corporal Parker and of Constables Macpherson and Christie is, I feel sure, true of a great proportion of the British section. Any country in the world would be proud to have such a force.

140. *Bringing the British police into touch with the Palestinian police.*—At this critical stage in the history of the Palestine police I think it is extremely fortunate that there is this good section of British police in the country. Apart from their value from the point of view of public security, I consider that if the British police can be brought into close touch with the Palestinian members of the Force there is a great opportunity for the Palestinian police acquiring some of the good qualities of impartiality, courage, tact, courtesy, and good nature which go to make the ideal Policeman. The question is how can this be brought about? I submit that the answer is by making every possible use of the British section as "Policemen." As mentioned in paragraph eleven of this Report, if it can be guaranteed that there definitely will be military forces in the country for the next 20 years, what is now required is not a Gendarmerie but a really efficient Police Force. If military support is not forthcoming it will be necessary to keep a large force of British police together as an armed reserve. A body of men concentrated in this way cannot do "police" work. They are merely taking the place of troops. It is the worst possible training for a Policeman. With military support available, the British police can be employed on strictly "police" duties and that is in my opinion exactly what the men themselves need, what the country needs and what the Palestinian constable wants. If the British police are kept together in large bodies in urban centres they will not get really "police" experience and the military and the British police will merely overlap.

141. *British police to be employed on strictly "Police" duties.*—It has already been recommended that if military support can be guaranteed the British police should be widely distributed to provide close protection to Jewish colonies. (Paragraphs 15 and 16 of this Report). The present strength of the British police is eight officers and 571 other ranks. It has been recommended that the strength should be increased to eight officers and 650 other ranks in order to provide for the close protection of Jewish colonies. If the scheme is approved, the British police will be distributed over 32 permanent stations, where they will be in parties of not less than five. From these posts they will send out parties on patrol every week to the 37 groups of Jewish colonies. Apart from giving a feeling of security to these Jewish colonies and helping in the general scheme of the maintenance of public safety in Palestine, I feel sure that this scheme of wide distribution of the British police should have effect in encouraging the British police to set about their duties as "Policemen" in collecting information and intelligence, preventing disturbances; by an efficient system of patrolling, preventing crime; investigating crime when it occurs and detecting and prosecuting the offenders. When on patrol duty in country districts they will have to speak the local languages and they will get to know the people very much better than they will ever do if kept together in large bodies in urban centres. Whenever possible they will patrol with the Palestinian police and this should have a good effect in instilling a high sense of duty into the Palestinian police. Under the scheme proposed the British police will supplement and not take the place of the Palestinian police, so that the Palestinian police will have the benefit of contact and association with the British police. If in the years to come the British police are reduced in numbers, the

Palestinian police and the people of the country will not be left in the air as they would be if the British police entirely took over an area in which there were no Palestinian police, so that when the British police were withdrawn there would be no Police left in their place who had received the benefit of working in association with them. My proposal is that from these 32 permanent stations the British police should never be wholly withdrawn. The numbers may be reduced, but there should always be a certain number of British police who would supplement the Palestinian police and encourage them and the local population by their support and example. The fact that 102 men of the British police will be mounted on horses will, I feel sure, have the result of getting the British police into the villages and into parts of the country in which they would not be seen if they had entirely to rely on motor transport for getting about the country. The more the British police can be seen in the villages and in parts of the country off the main roads the better. Their arrival in a village on patrol should have a great moral effect.

142. *Methods of employing British Police.*—In paragraph 25 of this Report the suggestion that the British police should be dispersed in Jewish colonies in single constable posts was dealt with. This course is not recommended for the reasons stated in paragraph 25. In addition to the reasons there put forward, may I say that another disadvantage of such a scheme would be that the British constable would not be supplementing the Palestinian personnel. The single British constable in a Jewish colony would not be bringing his influence to bear on the Palestinian police and the Palestinian section of the Force would not benefit by the presence of a British constable in each Jewish colony.

I would recommend that the British police who are on detachment duty in small detachments should be frequently changed. I recommend this for several reasons :—

(a) In order that every man in the British police can get a turn of detachment duty and so get to know the country and the people. If each man gets a turn of detachment duty in every district he will in course of time get a good knowledge of the whole country. The conditions prevailing in different parts of Palestine vary considerably and it will be of the greatest advantage if a British constable can get some idea of the different problems which present themselves in different districts.

(b) Every man will have prominently kept before him the fact that he is a "Policeman" and it is as a Policeman that he is to be judged. A British constable is more likely to realize this when he is patrolling the countryside than when he is one of a large unit in an urban centre.

(c) Every man will get an opportunity of working, patrolling with and getting to know the Palestinian police.

(d) Some stations may not prove as healthy as others, especially in the summer months. After a spell in some hot spot, a change to Jerusalem will probably put new life into a man.

(e) At the headquarters of big districts, e.g., Jerusalem, Jaffa, and Haifa, men brought in from detachments can be put through refresher courses in law and languages and they can do their musketry course and get a chance of "team" games.

I would like to see British police who show some aptitude for collecting intelligence and investigating crime working in the C.I.D. It will be an asset to the Force if the Head of the C.I.D. has a number of men whom everybody knows to be entirely unaffected by local conditions. In some inquiries and matters in which it may not be desirable to employ a Jew or an Arab, a British constable who has a good knowledge of the language may be most usefully employed.

143. *Knowledge of Languages.* In paragraph 77 of this Report it was stated that a knowledge of the languages spoken in the country is essential to a good understanding between the people, and in paragraph 79 the good effect of Police officers being able to speak the language of persons of all classes amongst whom they are working was quoted. These remarks, I submit, apply very much to the British police. A British constable is not going to pull his weight in Palestine until he can talk to the people whom he has got to work amongst in their own language.

I consider that the British police should be given every encouragement to learn the local languages from the first day on which they report for duty. The majority of the British police have been in the Navy or Army or served with some body in which they have had to learn drill. It is not, therefore, drill of which they need so much on first arrival as instruction in the languages spoken in the country, in the law, in police work, in the special conditions prevailing in Palestine, and in the habits and customs of the people. At the present time it is left to a British constable to pick up the local languages in his own time. I submit that this is not the best way to encourage him to learn the languages. If a man has already learnt to speak two or three languages other than his mother tongue, it is not difficult for him to learn a fourth or fifth language. Having learnt one language he knows how to set to work to pick up and teach himself another. But a large number of the men who come out to the British police have never previously learnt any language but their own. It is, I submit, difficult for such a man to set to work to teach himself a foreign language. He does not know how to start to do it. A local person may be employed privately by the man, but in the majority of such cases the local person has to be told what he has got to do. A man who has learnt several languages previously can tell a local person what he wants to be taught and how he wants to be taught.

The remedy, I submit, lies in the following course :

(a) At each of the large stations, namely Jerusalem, Jaffa, and Haifa, there should be a paid teacher who would be a whole-time Government servant. He would hold classes daily throughout the day for members of the British police. The men may be divided up into classes according to their knowledge of the languages, for example, new arrivals, men who know a little, men who know a fair amount, and men who have come in from detachments for a refresher course.

(b) The men in Jerusalem, Jaffa, and Haifa will attend these courses compulsorily just as they would attend any other parade. If divided up in different classes as suggested in (a) above, each class can go into the teacher for an hour in turn. While one class is on parade or attending instruction in law, etc., another class can be learning Arabic.

(c) No attempt should be made to teach the men to learn to read and write the local languages at these classes. What the British police require is a really good colloquial knowledge of the local languages. Much better to go "all out" to give each man a good colloquial knowledge than to give him an indifferent smattering of talking, reading, and writing.

(d) The first language learnt should be Arabic. At Jerusalem, Jaffa, and Haifa, there should, I recommend, be an Arab instructor selected by the Education Department for the work, who should be under the command of the Commandant of Police and should be shown on the Police Estimates. I understand that the whole-time services of a teacher in Arabic could be obtained for from £8-£10 a month.

(e) Hebrew could be best learnt when each man goes out on detachment duty in the Jewish colonies.

(f) To assist each man on first arrival a small language instruction book should, I recommend, be compiled on the following lines. Simple words in English, Arabic, and Hebrew which are in common use should be printed in English characters, in parallel columns. All the words relating to one subject should be collected together, for example, words relating to articles in the house, articles of clothing; roads, paths, and rivers; a horse, a motor car; the descriptive marks of a person, marks on property; words relating to a Police station, to criminal offences such as arrest, detection, prosecution in court; police duties such as patrolling, the custody and escort of prisoners, etc. Under each head would first be printed words only in the three languages. Below the words a few simple sentences used in everyday life into which the words which have been learnt are brought in would be printed.

I submit that a book of this kind would be most helpful to a man on first arrival and will be helpful to him when he goes out on detachment. Mr. Farrell, the Deputy Director of the Education Department, informed me that if the Police Department would compile a list of words and sentences under such

heads as those described above, which the British police would constantly have to use, the Education Department would be glad to revise the list and a book could then be printed and issued to every man. The cost of printing and publishing such a book should, I recommend, be met by Government. A book should be issued to each member of the British police on first arrival as part of his equipment. A book of this kind might also be of assistance to members of the Palestinian police who can read English characters.

New regulations, dated the 1st July, 1929, have been made under the Police Ordinance, Section 40 (1), (h), by the High Commissioner in Executive Council, which provide for the grant of Proficiency Pay to 25 per cent. of the British constables. The rate of Proficiency Pay granted would be £1 a month, and a constable will be eligible to go up to be examined after six months' service in the British section. No examination has yet been held under the new Regulations. The Regulations provide that a candidate must pass a "written" examination in the following subjects:

- (1) General knowledge and intelligence.
- (2) Elementary Arabic or Hebrew.
- (3) Criminal Law and procedure and the Law of Evidence.
- (4) The investigation of crime and general police duties.

I would most strongly urge that these Regulations be amended to provide for a colloquial examination in Arabic or Hebrew in place of the "written" examination which has been laid down. What the British constable particularly needs is a good colloquial knowledge of the language. It is, I submit, not necessary for him to be able to read and write it. Mr. Farrell, Deputy Director of the Education Department, whom I have consulted on this matter, is very strongly of the opinion that it would be a great mistake to expect a British constable to be able to pass a written examination in Arabic or Hebrew. Mr. Farrell points out that in Arabic the language as written is quite a different language to that as spoken. He is very strongly of opinion that in all cases (and this would apply to officers too) the first examination passed in any language examination should be a colloquial examination only. May I be permitted to say that from my own personal experience of other languages I have come across cases of men who can pass a written examination in a language but cannot speak it. In police work specially it is a good colloquial knowledge of the language which is needed. I would recommend that the Regulations dated 1st July, 1929, be amended to provide a colloquial examination in Arabic or Hebrew on the following lines:

The examination should be held by the Education Department. The candidate would be required to satisfy the examiners that he understands the complaint or the statement of a person or a witness in regard to a case of crime, accident, or other police matter, such as might be made at a Police station or to a Police officer on duty, sufficiently to enable all the police action necessary on it to be taken at the station. The candidate should satisfy the examiners that he is able to cross-examine the person or witness as to details. The candidate should also satisfy the examiners that he himself could make a report or statement in the language in which he is being examined to a Police officer who can only speak the language in which the candidate is being examined, sufficiently clearly for that officer to take all the action necessary in the matter. I submit that an examination held on these lines would be a real test of a British constable's ability to speak one of the local languages sufficiently well to do police work in the country. Amendment of the regulations will require the authority of the High Commissioner in Executive Council.

I should like to see a colloquial knowledge of one of the local languages made a condition for promotion in the British police.

144. *Instruction of the British Police.* The need of a handbook of instruction has been referred to in paragraph 95 of this Report, and, as there stated, such a book would not only be of value to the Palestinian section of the Force, but should prove of value to a British constable on first arrival. It will supplement the oral instruction which a British constable receives on his arrival, and he will be able to take it with him when he goes out on detachment duty.

The impression conveyed on me is that members of the British section are most anxious to be instructed in the "police" side of their duties, and the more strictly "police" duties they can be employed on the happier they will be. I think that on first arrival they should receive as much instruction as possible as to the conditions prevailing in Palestine, the necessity for an efficient Police Force, the main duties of a Police Force, namely the collection and communication of intelligence, the prevention of crime and disorder, investigation and detection of crime, and the prosecution of offenders. They should receive all the instruction they can be given on the law which affects the work of the Police, the powers of a Police officer in dealing with a riot, and in protecting persons and property. They should be instructed in Police orders and in the orders relating to the organization and check of patrolling. They should be told what to look out for when they go on detachment duty, and how the Police should keep in touch with, and seek the assistance of the District Officer, the Magistrate, the Mukhtars of the village, and notables of the District. The need for the special protection of Jewish colonies should be explained to them. They should be told why sealed armouries are kept in Jewish colonies, and they should be told what use they may be put to and how the arms should be inspected and checked. They should be instructed in the geography of Palestine, in the position of all Police stations and posts, and in general knowledge of the country.

Apart from instruction by the officers who are in immediate charge of the British police, other officers who have had considerable experience of Police work in Palestine should be requested to lecture to the British police from time to time. For example, the Officer in charge of the Criminal Investigation Department should lecture on the work of the Special Branch in dealing with political activity, communism, etc., and on the kind of crime which the Police have to deal with in Palestine. He could make the lecture interesting by relating some of his own experiences. Officers working in the C.I.D., a Finger Print Expert, a Law officer, the Government Analyst, a Police officer who is actually engaged in examining vehicles and testing drivers under the Road Transport Ordinance should be asked to help by giving lectures. A District Police officer, such as the Superintendent of the Jerusalem District, in whose District there are villages, Jewish colonies and detachments of British police, should lecture on the work of the Police in outposts. I would recommend that at each of these lectures the men should take down notes in a good strong book, which they will be able to take with them when they go out on detachment duty.

The more instruction of this kind they can get the quicker and the better the British section will realize that they have come to Palestine to carry out Police duties, and that they are not a body of Gendarmerie.

I would make it a rule that, before promotion to the rank of corporal, sergeant, head constable or British Inspector, a man should have proved himself to be an efficient "Policeman." The fact that a man out of the army is good on parade should not in itself secure promotion for a constable or non-commissioned officer.

145. *Motor Transport Section.* There is a separate motor transport section of the British police. It is essential that the British police should be able to move rapidly to the scene of any place where trouble is threatened. The arrival of a body of British police on the spot may make all the difference in preventing a riot. It has been recommended that there should be motor transport to give mobility to 410 British police inclusive of drivers. In addition 102 British police will be mounted on horses. They will be able to get to places which are inaccessible, especially in wet weather, by motor vehicles.

It is essential, in my opinion, that the personnel of the Motor Transport Section should be British. In time of racial disturbances everything may depend on the rapid movement of British police, and the motor transport personnel should be neither Jew nor Arab.

There is no reason why the British Police Motor Transport Section should not be instructed in exactly the same way, in the "police" side of their duties, as all other members of the British section, and they should be given every encouragement to learn the local languages. They should attend the Arabic classes and other instructional classes. It is essential that members of the Motor

Transport Section should have a good knowledge of colloquial Arabic in order that they may find their way about the country, and to enable them to deal with offences under the Road Transport Ordinance.

146. *Pay of the British Police.*—The pay of a British constable is £11 a month, in addition to which he is entitled to free rations, free housing, furniture, linen, light, and uniform. Proficiency pay of £1 a month can be obtained after six months' service by 25 per cent. of the constables. Their pay with free rations, housing, etc., is good and attracts a good class of men. Wherever a British policeman is sent on detachment duty Mr. Spinney provides him with rations. I have seen the food provided and consider it is good. It is extremely fortunate for the Police that there is such an efficient person in the country as Mr. Spinney, who is willing and capable of undertaking to supply rations to the British police wherever they may be. It would involve a very great deal of work to the Officers in the Districts, who should be free to investigate crime, etc., if they had, in addition to their present duties, to arrange for rations to be supplied to every detachment. Mr. Spinney is one of Palestine's best assets.

A constable can rise to:

Corporal, £13 a month, free rations, free housing.

Sergeant, £15 a month, free rations, free housing.

Head Constable, £17 a month, free rations, free housing,

British Inspector, £24 to £30 plus £4 4s. Expatriation Allowance a month, plus cost of living allowance of £29.

If the strength of the British police is increased to 650 and the scheme of wider distribution is approved, it has been recommended that the proportion of corporals and sergeants to constables, other than in the Motor Transport Section, should be as follows: 494 constables, 53 corporals, 33 sergeants. The proportion of corporals and sergeants to constables may appear to be generous, but in my opinion it is essential that this number of non-commissioned officers should be provided in view of the wider distribution of the British police which has been recommended.

In the Motor Transport Section there will be one British Inspector, three sergeant mechanics, 52 constable drivers, and ten constable mechanics. The Motor Transport Section get extra duty pay of £1 10s. a month.

The number of head constables is five. The number of British Inspectors in the Palestine Police Force is sixteen.

147. *Promotion to the rank of British Inspector and Probationary Assistant Superintendent.* The question as to whether the rank of British Inspector should be abolished was referred to me for my opinion. My recommendation is that there should be two avenues of promotion to a non-commissioned officer in the British police, namely (a) *Promotion to the rank of Head Constable and British Inspector of the non-commissioned officer of some service who has proved to be a good and thoroughly reliable non-commissioned officer, but educationally is unlikely to be fitted for promotion to the rank of Assistant Superintendent.* The majority of the British police will, in all probability, be men who have not had a good education, and the post of British Inspector with a maximum pay of £30 plus £4 4s. expatriation allowance will put within the reach of such men appointments which they may hope to reach by good work and long service.

As explained in paragraph 103 of this Report, ten British Inspectors would be employed in assisting Assistant Superintendents at the headquarters of Districts, so that the Assistant Superintendent could spend the greater part of his time inspecting stations and outposts, getting out to the villages in his District, and visiting the scene of crime, personally investigating important cases, and himself appearing in Court in such cases. The Assistant Superintendent would have the assurance that, while he was away, there would always be a reliable British Inspector at his headquarters who would be able and ready to take

effective action in an emergency, and be able to attend to routine correspondence. The remaining six British Inspectors would be employed as follows:

British Section Motor Transport	1
British Section, Jerusalem	1
Training School	2
Farrier	1
Armourer	1

(b) *Promotion to the rank of Probationary Assistant Superintendent.* An entirely different type of officer is required for the post of Assistant Superintendent. The Assistant Superintendent in charge of a division should have some definite policy by which he intends to prevent crime in his division, and as to the lines on which he wishes his stations and outposts to work in order to prevent crime. He should organize patrols with the object of preventing crime. He should have vision and initiative to enable him to do this. In order to instruct and train his subordinates he himself must be well educated and have a thorough knowledge of Arabic. He will not only give a lead to his own subordinates, but he must keep in close touch with the District Officer and Magistrate. He should be an officer who regards the police service as a profession in which he is determined to make himself thoroughly efficient. If he is going to be an efficient "Policeman" he should be caught young and be trained and learn the Arabic language at as early an age as possible.

In a strength of 650 men there should be a number of men of education and intelligence above the ordinary. It would be a distinct encouragement to a man of education, who has proved as a constable or non-commissioned officer that he has an aptitude for Police work and has qualities which indicate that he is likely to make a good officer, to remain in the Force if there was a chance of his going through to superior rank, provided that he was in every way fitted to do so. I have recommended that in future appointment to the rank of Assistant Superintendent in the Palestine police should be made in turn in one of three ways:—

(a) Appointment on probation by the Secretary of State in England of a candidate straight from the Public Schools;

(b) Appointment on probation by the High Commissioner of a young non-commissioned officer in the British section;

(c) Appointment on probation by the High Commissioner of a young Palestinian Inspector.

I feel sure that if the opportunity is given to a young non-commissioned officer in the British section of rising in the force to higher command, it should have a good effect in encouraging men in the British section to make a study of police work and look upon the Police Force as a career.

My recommendation is that the rank of British Inspector should not be abolished, but that the rank should be retained, and that the members of the British police should have open to them two avenues of promotion to the rank of British Inspector and Probationary Assistant Superintendent.

148. *Passages to England.*—It is important that members of the British police who have done well in Palestine and have learnt the local languages and local conditions should be encouraged to remain in the Force. A certain number of men will not stop in Palestine, but as it is a Police Force that is now needed and not a Gendarmerie, it is essential that a certain proportion of the Force who have taken to police work and like it should be encouraged to stop in the country. A constant change in a body of men would scarcely affect a Gendarmerie but in police work local knowledge is invaluable.

If men are to be encouraged to stop in Palestine one point should be faced and that is the Force must be kept "British" in every way. In a country where there is acute feeling between the different classes of the local population, if a member of the British police marries into one of these classes his value as a member of the British Police Section will be seriously affected. Unless members of the British police are given every encouragement to go home on leave at frequent

intervals and unless they are encouraged to marry women of their own nationality they will make undesirable marriages locally. One has seen it happen elsewhere, the wife's family lives on the man and he deteriorates in every way. The whole value of the British section lies in the fact that they are a body of men who have no ties with any classes of the local population. My recommendation is that British police should be encouraged to marry women of their own nationality and if a man desires to make an undesirable marriage locally it must be an understood thing that he cannot be allowed to marry "on the strength" and remain in the Force. He must either give up the proposal or find some other work.

The position as regards leave and passages at the present time is that after his first two years' contract is up a man is entitled to a free second class passage to England. If he joins on for a further period of service he finds his own way back to Palestine. In practice, therefore, he gets a free passage one way only whenever he goes to England. If a man should make an undesirable marriage locally the probability is that he will never see England again. He ceases to be of value in the British section. If a man gets married with permission while he is on leave in England and he decides to remain in the Force the question of passages for his family when he wants to go on leave to England in the future is going to arise. If he has not got the money to put down for a return passage for his family he and his family will never be able to go home on leave. If the man can be encouraged to go home on leave and take his family with him when leave is due he is going to remain a happy and useful member of the Force. Apart from all humane considerations it is, I submit, a sound proposition from the point of view of maintaining good order in Palestine that the members of the British section should be encouraged to remain in the Force, should be assisted to keep fit, contented and happy and should above all keep "British." I would suggest that the best way to ensure this is to provide that:—

(a) No member of the British Police Section will be allowed to marry on the strength unless the marriage proposed is in every way suitable.

(b) If a marriage is in every way suitable and there are vacancies on the marriage establishment (15 per cent. of the Force, i.e., 85 out of 571 or 96 out of 650), and the man has a good record, he will be permitted to get married.

(c) In the case of a man who has been granted permission to get married before he leaves Palestine, and for whom married quarters are available, if he gets married while in England, a free second class passage for his wife from the United Kingdom to Palestine should be granted.

(d) A man on the married establishment should be granted a free second class return passage for himself, and for his wife and family (not exceeding four persons in all), from Palestine to the United Kingdom on completion of five years' service, and after each subsequent period of three years' service.

(e) In the case of a member of the British police who has completed a first contract of two years' service, I recommend that the present system of grant of passage one way be continued. Should a man return to Palestine and continue to serve in the Force, I recommend that a free passage be granted to him from Palestine to the United Kingdom after each period of three years' service in Palestine.

Should a man go on leave to the United Kingdom after a period of two years' service he would receive passage one way only.

In practice the system would work out as follows:—

First contract for two years.—On completion of two years' service, free passage one way granted.

Second contract for three years (five years in all).—Free passage both ways payable to all men whether married or single. If married on the strength passages for wife and children (not exceeding four persons in all).

Subsequently.—Free return passage to England for single and married men every three years. If leave taken after two years' service, passage granted one way only to single or married.

Note.—Men granted permission to marry on the strength, getting married when on leave in England, passage for wife paid out to Palestine.

Contracts.—To be on first appointment two years, all subsequent contracts three years.

I feel sure that in the long run, if approved, the granting of passages to the members of the British police and their families (if married on the strength) will be found to be a sound investment.

149. *Separation Allowances and Married Quarters.*—The present marriage strength of the British police is 28, of these—

Six are in occupation of married quarters, Government buildings (five at Jerusalem, one at Nablus).

Three are in occupation of quarters rented by Government (two in Jerusalem, one at Jaffa).

17 are drawing Separation Allowance (£1 a week) with wives in England.

Two are drawing Separation Allowance (£1 a week) with wives in Palestine. (As no married quarters are available they are, with permission of the Commandant, drawing Separation Allowance and finding accommodation for themselves. Total 28.

The proportion of married quarters is clearly not sufficient. In submitting a scheme for the housing of the Force in paragraph 118 of this Report I have included 15 married quarters for British police at Jerusalem. The cost of each quarter is anticipated to be about £500. The accommodation provided consists of a sitting room, dining room, two bed rooms, kitchen, bath and washhouse, etc. The accommodation provided is not, I submit, unreasonable.

Apart from it being very much more satisfactory if Government quarters could be provided for a man who has been granted permission to marry, and apart from the effect of the provision of such quarters encouraging a man to stop in the Force, it will, I submit, be found to be a sound financial proposition for Government to provide married quarters instead of continuing to pay Separation Allowances. The amount of Separation Allowance now paid is £52 per annum. At 20 years' purchase a sum of £1,040 will have been paid out on this account. The provision of a married quarter at £500 will, I submit, be a sound financial proposition.

The men who are now drawing Separation Allowances with their wives in England will not stop in the Force unless married quarters are provided in Palestine. I recommend that ten married quarters be built at once in Jerusalem at a cost of say £5,000. I understand that there is land available for these ten married quarters to be built near the existing married quarters at the British police barracks.

Additional married quarters should be built at Jerusalem as funds permit. In addition to the married quarters at Jerusalem, I recommend that married quarters be provided in due course at Jaffa and at Haifa. These three stations will always be the main bases of the British police in the Jerusalem district, in the north and in the south of Palestine.

I recommend that the Commandant should be directed to look into the question of finding suitable sites for married quarters for the British police at Jaffa and at Haifa and that he should put up a scheme for gradually providing the additional married quarters that would be necessary at Jerusalem, Jaffa, and Haifa after the ten married quarters now required at Jerusalem have been built. The most urgent need is that for ten married quarters at Jerusalem, and I recommend that these should be built at once.

150. *Parade ground at Jerusalem.*—At Mount Scopus Camp, where the British police in Jerusalem are stationed, the parade ground where the men fall in for parade and where they would fall in in time of emergency is non-metalled, and in wet weather is a sea of sticky mud. I visited the camp in wet weather, and found the parade ground in a condition in which it would be impossible for the men to move.

In times of disturbance the first unit called upon would be the British police, and it is in my opinion essential that they should be given every facility for turning out quickly and acting with promptitude in times of emergency.

At Mount Scopus Camp there will always be some British police under training. The men under training will either be new arrivals or men brought in from out-stations for refresher courses. In the summer it will not be possible to hold refresher courses as this is the period during which the men will be proceeding to England on leave. The training will therefore mainly be done in the winter months. It is at this time that the ground becomes useless for training purposes.

An estimate has been obtained and it is estimated that if prison labour is employed the parade ground can be metalled at a cost of £450.

In view of the importance of providing for the training and mobility of the British police, I recommend that a sum of £450 may be specially sanctioned for the work to be taken in hand.

151. *Recreation and Welfare.*—I should like to see everything possible done by the officers of the Force to encourage the members of the British section by providing means of recreation for them, both indoor and outdoor, wherever possible. Wherever they are stationed books and papers can be supplied to detachments. Games can be got up at big stations. If a new Training School is provided at Tel-Pioth on the plan suggested there would be two football grounds for the use of the Force at Tel-Pioth. One of these grounds will be available for use by the British police.

The residents of Jerusalem have very generously provided the necessary furniture, piano, gramophone, etc., for a recreation room for the use of the men at Jerusalem in recognition and in gratitude for the good services rendered by the members of the British section in August, 1929. This kindly act is a proof of the very happy and friendly feeling existing between the British police and the residents of Jerusalem. The British section have in the short space of four years secured the sympathy and co-operation of the public and they have made tradition by their action and behaviour in the disturbances of August, 1929.

All the Force now wants is a good lead in "police" work and in encouraging the "team" spirit with which this Section is so well endowed. Anything which can be done for the Force to encourage esprit de corps, games, books, and instruction in every form will be found to be well worth while. There must be a lot of musical, dramatic, and literary talent amongst 571 men collected from all sources. They might, for example, be encouraged to start and maintain a monthly Police Magazine. There is such a monthly magazine maintained by the Ceylon, Malaya, and Kenya police and it is found that such a magazine does good in keeping men on detachment duty informed of what is going on while men who are on leave in England or who have retired from the Force can keep in touch with their comrades. Such a magazine, would, I feel sure, be supported by the Palestinian members of the Force who can read English.

The British police in turn will have an opportunity of passing on to the local population, as well as to the Palestinian police, something of that spirit which has created their own good name in Palestine. If they can, while they are in the country, play "team" games in the company of the Palestinian police and teach the local youth to play "team" games, and teach him boxing, scouting, etc., the British police will by these means get to know the people they have got to work amongst and it will incidentally give them a very good opportunity of learning and speaking the language. The more therefore that the British police can get into contact with the Palestine police and with the youth of the country the more both sides stand to benefit. While the British police are in the country they have a great opportunity outside their strictly official duties, of endeavouring to improve the relations between the different classes occupying the country by passing on to the youth of the country something of their own good spirit.

PART XVI.

Prevention of Crime.

152. *Methods by which crime can be prevented.*—The first duty of a Police officer is the prevention of crime. The great object of the law is to prevent crime. In the Palestine Police Ordinance, No. 17 of 1926, the first section deals with the title of the Ordinance, the second with definitions, the third with the designation of the Force and the fourth with the duties of the Force. In the fourth section the first sentence reads: "The force shall be employed for the prevention . . . of crime." The prevention of crime and the prevention of a disturbance is a more desirable and a greater achievement than the possible detection of an offender and the quelling of a disturbance by force. A Police officer who realizes his responsibilities will do his utmost, by vigilance, to prevent crime, so far as is possible. A Police officer who neglects the duty which is cast upon him by the law, by his negligence, tempts persons to commit crime. The constable or officer who keeps his beat or district free from crime deserves more credit than the man who only counts up the number of convictions he has obtained for offences committed within it. The latter may make more show than the former but the former is the better policeman.

There are three ways by which crime can be prevented:—

- (a) By removing the causes of crime or the desire to commit crime.
- (b) By activity on the part of the Police which has effect in deterring persons who might, but for the vigilance of the Police, be tempted to commit crime.
- (c) By collecting and communicating intelligence as to the movements of criminals and suspected persons, so that action can be taken by the Police in advance to prevent the crime which has been premeditated.

All three are essential for the maintenance of good order. The action of any one alone will not by itself be sufficient. The duty of the Police to collect and communicate intelligence will be referred to in Part XVII of this Report. In this part we may examine the steps which are being taken, and might possibly be taken, to prevent crime under the heads (a) and (b) above.

153. *Removing the causes of crime or the desire to commit crime. Start with the youth of the country.*—The reason why the average decent man does not commit crime is that in some form or other he is a member of a "team." A man may be inclined to be careless about his own future but he thinks twice before he pulls into the mud the name of his family, his school, his college, his club, his Service or profession. If we pat ourselves on the back and say that we are not criminals the credit is in the majority of cases not due to ourselves but to those who were responsible for our upbringing.

Examination of the records of hardened criminals almost invariably shows that their career of crime started with petty offences, committed as boys or youths. The boy who is first convicted for petty theft in the street if not taken in hand becomes a confirmed pickpocket or, as he grows up, becomes a burglar. I have a case before me as I write of a criminal in Jerusalem who has been 16 times convicted, nine times for pocket-picking, once for attempted pocket-picking and six times for theft. His first conviction was for pocket-picking at the age of 13.

Crime in the youth is very largely the result of the youth's surroundings. It is due to a bad or incomplete home life, bad company, unhealthy means of recreation, standing at street corners, in many cases the only form of occupation when the day's work is done; the absence of any attempt by anyone to form character in the lad by organizing "team" games, boxing, etc., and so developing the "team," "group," and "club" spirit which exists in every youth. To the youth living in the street the need of the moment is the only consideration, namely the next meal. How he gets it does not to him matter. On his actions nobody else depends. If he is convicted, no one suffers but himself, and no one else is let

down by the commission of a crime. It is no good preaching to such a boy and telling him not to commit crime. Something else has to be put in the place of crime and the life he is living.

The youth who has got a good home can acquire the "team" spirit in his family. If a boy is attending a school he can get it by playing "team" games at school. He can acquire the "team" spirit in the Boy Scouts. He can acquire the lessons of self control by learning to box. In a country where the proportion of cases of murder and manslaughter to population is as high as it is in Palestine, 1 to 5,000—(182 cases of murder and manslaughter committed in 1929, not including cases arising out of the riots), there is no better way of acquiring the habit of self control than by learning the lessons to be learnt in the boxing ring.

If the boy has no home and lives in the street he can be reached through a Boys' Club, where he can be provided with a roof to his head, assisted to obtain honest employment, taught "team" games, educated at night classes, encouraged to save money and by this means he gradually acquires self-respect. It is most encouraging to find that a Working Boys' Club has already been started in Jerusalem where boys between the ages of 10 and 18 who have got homes and have got work can assemble in the evening and attend night classes and also get in the club organized games, scouting, physical training, etc.

Steps have already been taken to start a club for homeless boys who live in the streets in Jerusalem. The boys will actually sleep in the club and the club will help them to find employment besides providing for their education and recreation.

Everyone who has had experience of the best of Borstal Institutions and Reformatories agrees that though the training and the formation of character which is provided for in a good Borstal Institution or Reformatory may produce, and does produce, excellent results, it is infinitely more desirable that the youth should be prevented from ever arriving at a stage when such detention becomes necessary. However well he may turn out after his term of detention, the stigma will remain and the reproach will be difficult to live down.

Everything which is now being done in Palestine in the way of maintaining Boy Scouts, encouraging "team" games in schools, teaching boxing, providing night schools, is the best possible thing for the youth of the country.

May I say that from the point of view of the prevention of crime all these institutions are deserving of the utmost support from the Police as well as by the general public.

I was very glad indeed to find that several Police officers were keenly interested in the scheme for starting a club for boys living in the streets in Jerusalem. There will be no better way for members of the British police, to get to know the people of the country and the local languages than by lending a hand in these boys' clubs and scout troops. Through these clubs and scout troops they can pass on to the youth of the country some of the spirit which has created their good name in Palestine. They can set about it in no better way than by playing "team" games with the local youth, teaching them boxing, helping in night classes, scout troops, etc. There are great opportunities for service in this respect.

These clubs for youths do not necessarily need financial support from the Government. Once financial assistance from the Government is accepted the place becomes an "institution"; it is no longer a club. It is the "club" and "team" spirit that creates self-respect and I would urge that everything possible should be done to maintain these clubs by subscriptions from the boys themselves and by donations from well-wishers amongst the residents and the local population. A great deal of the value of these clubs will be lost if a Government grant is accepted.

In paragraph 97 of this Report reference is made to the fact that it is possible to get an adult person interested in something else but crime by playing games with him.

154. *Methods of dealing with youthful offenders.*—Other ways of preventing a youth from becoming a criminal are :—

(a) The provision of a separate Juvenile Court where proceedings can be taken in simple form and language and in an atmosphere entirely different from

that of the ordinary Courts. At the present time I understand that juvenile offenders are produced before and dealt with by the Magistrate or District Judge, as the case may be, in open Court just as any other offender might be. The Juvenile Court should be entirely separate and away from all other Courts buildings. The Magistrate who presides in the Court should be specially fitted for this work. A Probation Officer should be in attendance. The parents of the child should be present and the whole proceedings taken in such a way that what is really best for the youth will be determined and arranged for.

Separate Juvenile Courts are required at Jerusalem, Jaffa, and Haifa. It is not, I submit, a case of Government putting up a new building. It is only a matter of dealing with Juvenile Offenders in a room or place away from the ordinary Courts.

(b) The appointment of a whole-time Probation Officer who will be able to assist the Magistrates at the Police Courts and Juvenile Courts by making inquiries with regard to the home life and history of juvenile offenders and of adult offenders, about whom the Magistrate may desire information before he releases them on probation. A Probation Officer can also do a great deal to find suitable employment for juvenile and adult persons placed on probation.

Provision is made in Part II of the Young Offenders Ordinance, 1922, for the appointment of Probation Officers, but I understand that no appointment has yet been made under this Ordinance. I would suggest that one whole-time male Probation Officer be appointed in the first instance. The type of man I would suggest is a member of the local population who has a good knowledge of the country and has a real interest in the youth of the country. He should not be too old, for he must be active and must be able to appreciate the spirit of youth. I would suggest a man of about 30. He would have to be paid about £12 a month and his travelling expenses would have to be met. A man who has, as a schoolmaster, shown a distinct flair in dealing with troublesome youths might prove a suitable person to be appointed. The Director of Education might be able to help in this matter if it is decided that a whole-time Probation Officer should be appointed. If appointed a whole-time Probation Officer should keep in touch with the Magistrates in Jerusalem, Jaffa, and Haifa. If it is found that there is too much work for one man and that these three centres each requires the services of a whole-time Probation Officer, additional officers might later be appointed.

As regards the case of women and girls being placed on probation, I gather that the work of a Probation Officer is being done at the present time by Miss Nixon, the Women's Welfare Inspector. No better person than Miss Nixon can be found for this work. I would suggest, however, that Miss Nixon should be officially gazetted as a Probation Officer under the Young Offenders Ordinance, 1922.

(c) By sending a youth on conviction to a Reformatory where he can be taken in hand and trained to work instead of giving him a series of short sentences and so encouraging him to become a criminal.

I visited the Boys' Reformatory School which is maintained by the Government at Tulkarem. Under the Law a boy may be admitted up to the age when he has completed his 16th year and he may be detained up to the age of 20. The period of detention must not be less than one year. On the 12th February, when I visited the School, there were 49 boys present between the ages of 9 and 18. They were under detention for terms varying from one to five years. 38 were Moslems, 17 Christians, 3 Jews, 1 Druse. The Superintendent of the Reformatory was a Christian and the Assistant Superintendent a Jew. Both were getting on very well together and they had a good knowledge and good control of the boys. There are 4½ acres of ground round the School and the boys are kept occupied by attending School, working in the vegetable garden, and playing games. The institution was originally in Jerusalem and had been very wisely moved out into the country. So far as the youth from the village is concerned, the work in the vegetable garden is good training. In the case of the youth from the town I think it would be well to train him in some work which he is likely to get when he goes back to live in a town on his discharge. With small numbers it is difficult to arrange for the training of boys on many different lines, but if so far as is practicable a boy's training in the Reformatory is based on the work he is most likely to get

on his discharge it will help him to secure employment of that kind on his release. It is suggested that at this Reformatory the "team" spirit might be encouraged by dividing the boys with two "houses," the houses being called by names such as "Allenby," "Samuel," and all the boys wearing the colours of their house. Prefects might be appointed in each house and might be given a distinguishing badge.

(d) *Remand Home for Girls.* On 7th March I visited the Girls' Home which is supervised by Miss Nixon, the Government Welfare Inspector. Amongst the inmates there were nine girls who had been convicted, two were on remand, four had been admitted on social service grounds, four were the children of convicted prisoners. The system in force is that Government pays six piastres a day for each of the Government cases in the institution. The Government grant pays for half the rent and for food, clothes, and household things. The two members of the resident staff are both Christian-Arabs. The girls are trained in needlework, making clothes, housework, embroidery, etc. They find employment as servants on leaving the Home and they get married. Probation cases are admitted, if the girl on probation has no suitable home to go to. The cleanliness of this Home, the good spirit amongst the staff and the inmates and the good relations existing between the two and amongst all nationalities, was most evident. The greatest credit is due to Miss Nixon for the good spirit prevailing in this Home, and for the sound lines on which it is run. Miss Nixon is one of Palestine's assets.

One is struck very much by the amount of "Service" which is being rendered to the local population in Palestine by the various institutions such as the splendid hospital maintained by the Order of St. John and many other hospitals which are maintained by social and religious bodies throughout Palestine. They must all do good as an example of the spirit of service and good will. This example is the best possible one for Palestine.

155. *Detering persons who might, but for the vigilance of Police, be tempted to commit crime.*—The methods by which the Police can by vigilance deter persons from committing crime include the following:—

(a) *Prevention of disturbances.*—Sections 31 to 35 of the Palestine Police Ordinance, No. 17 of 1926, give the Police certain powers to assist them in preventing a disturbance by dispersing any assembly whatever in any public place, arresting persons who may refuse to disperse and arresting persons in the possession of weapons being carried for the purpose of assisting any disturbance. Disturbances can also be prevented by a demonstration of the forces available to quell a riot should it break out. The prompt arrival of a force of Police or the Police taking up certain strategic positions may have effect in deterring persons from rioting. Special constables can be sworn in. Liquor shops closed. Road metal and missiles may be removed from places where crowds are likely to collect. Warning notices can be put up. The preparation of a defence scheme in each district, keeping it up to date and practising it, has the effect of creating a feeling of confidence amongst the law-abiding persons and in deterring others from breaking the law. The fact that every constable has certain powers under the law for the protection of persons in an emergency and the fact that every constable knows these orders by heart and has been trained to exercise them if necessary, has effect.

(b) *The organization of a sound and efficient patrol system in each Station area.*—There can be no doubt that if the Officer in charge of each station is constantly on the move himself in his station area and keeps his men on the move by patrolling, crime against property can be prevented. The moral effect of Police in uniform being on the move, instead of sitting in a station waiting for a crime to be reported, both on the Police and on the bad characters of the station area cannot be over-estimated. Activity in a Police Force has a definite deterrent effect.

(c) *Prompt action to investigate every case of crime reported,* and perseverance in continuing investigation have a reward in the deterrent effect produced.

In this connexion may I say that the prompt disposal of every case by the Magistrates has effect as a deterrent and in maintaining respect for the law. The support of the Magistrates in this respect is essential and this is a matter which will be referred in a later part of this Report.

(d) *Keeping in close touch with the headmen of villages, the District Officer, and the Magistrate,* and so getting all to work together with one common object, namely, the maintenance of good order in the District.

(e) *Public opinion.*—One of the strongest weapons which can be used against a criminal is public opinion. So long as the criminal can live in his village on equal terms with honest people and can dispose of stolen property to all and sundry so long must crime be prevalent. If by the Police keeping in touch with the headmen and by the influence of the headmen a healthy public opinion in each village against the criminal can be encouraged, such action is bound to have effect.

(f) *Enhanced sentences to offenders who have been convicted.*—If an offender persists in committing crime, a punishment should be awarded him which may have the effect of deterring him from committing crime in future and will have the effect of preventing him from preying on society for a number of years. Article 8 of the Ottoman Penal Code (as amended by the Law of 4th June, 1911) provides that:—

"(a) If a person sentenced to imprisonment for more than one year commits the same Juhna within 5 years, either before the execution of the sentence or during the period of sentence, or after he has completed his sentence, or after sentence has become annulled by a legal cause, *he is sentenced* to the maximum of the penalty, and where necessary the maximum penalty is raised to as much as double.

"(b) If the person sentenced to the penalty of imprisonment for less than one year commits the same Juhna within five years, either before the execution or during the period of the sentence or after the sentence has been annulled by a legal cause, *he is sentenced* to imprisonment for not less than double the period to which he was previously sentenced, and not exceeding double of the penalty which he incurs."

It will be noticed that the wording of the law is "he is sentenced." The Court, I submit, has no option in the matter.

I do not find that this very salutary law is being in every case observed.

I have before me a return of the convictions recorded against Arafat Abdel Rahman Aby Sham, of Jerusalem. This man has been on 15 occasions convicted of pocket-picking and theft. On his 13th conviction, at the age of 22, he was awarded a sentence of 1½ months' imprisonment for pocket-picking, this sentence was less than the sentence he received on his second conviction, namely a sentence of 67 days' imprisonment for theft. On his sixth conviction he was awarded a sentence less than the sentence he received on his first conviction (first conviction 33 days, imprisonment for pocket-picking, sixth conviction one month for pocket-picking). On his tenth, twelfth, and thirteenth convictions he received a lighter sentence than he received on his second conviction (second conviction 67 days' imprisonment for theft, tenth conviction six weeks' imprisonment for pocket-picking, thirteenth conviction 1½ months' imprisonment for pocket-picking).

The effect of these short sentences is seen as follows:—

After his first sentence of 33 days' imprisonment he was again convicted in less than three months of his discharge from jail.

After his second sentence of 67 days' imprisonment he was again convicted within three weeks of his release from jail.

After his fourth sentence of three months' imprisonment he was again convicted within three weeks of his discharge from jail.

After his fifth sentence of two months and seven days' imprisonment he was again convicted within three weeks of his discharge from jail.

After his ninth sentence of one month's imprisonment he was convicted within six weeks of his discharge from jail.

After his tenth conviction of six weeks' imprisonment he was convicted again within seven weeks of his discharge from jail.

After his eleventh conviction of four months' imprisonment he was convicted again within six months of his discharge from jail.

After his thirteenth conviction of 1½ months' imprisonment he was again convicted within one month of his discharge from jail.

He was last convicted on the 29th September, 1929, at the age of 24 years, for pocket-picking. He has on nine occasions been convicted for pocket-picking and once for attempted pocket-picking. I submit that this man is a nuisance to the

public and he should be removed from society. All hope of reforming him is, I should say, passed. Had he been taken in hand at an earlier age (his first five convictions were awarded before the Juvenile Offenders Ordinance of 1922, which provides for detention in a reformatory, came into force) something might possibly have been done with him. With 16 convictions which have involved detention in jail I should say that there is little hope for him. In such a case I submit that the Police should, on the offender being found guilty, move the Court that the provisions of Article 8 of the Ottoman Penal Code (as amended by the law of 4th June, 1911) should be complied with and that the offender be sentenced to imprisonment for a longer period than the ordinary as the law provides. If the Court does not act in accordance with the law an appeal should, I submit, be lodged that the order of the Court be over-ruled in accordance with the law. Unless this is done, I see no object in keeping the records and finger prints of criminals and in proving their previous convictions.

(g) *Register of re-convicted criminals to be kept in each station.*—At the present time there is no register kept in each Police station of the re-convicted criminals who are living in the station area. It is, I submit, essential that such a register should be kept for the instruction of the Police. Such a register is specially necessary when one Police officer hands over the charge of the station to another. It is impossible for the officer taking over to remember what the outgoing officer may tell him with regard to the bad characters of his district. Their names, their description, the type of offence when committed and the *modus operandi* which they adopt in committing that offence and their address should be placed on record. The new officer can study this register and when recruits report their arrival for duty or when men who have been transferred from other districts report their arrival they should be instructed as to the bad characters in the station area. In a station where the number of re-convicted criminals is large it will not be possible for every Police officer to have a thorough knowledge of each of the re-convicted criminals. That is a matter which must be left to the plain clothes duty man. There are, however, in every station area a certain number of notoriously bad characters whom every constable and Police officer working in the station area should know by sight, so that, if seen out at night in suspicious circumstances or if seen when crowds are collecting in the case of a pick-pocket, the man can be watched by the beat constable or such other Police officer, on or off duty, who happens to see him in circumstances which appear to be suspicious. A good system is to keep in each station the photographs of, say, the twelve worst and most dangerous criminals whom every Police officer in the station should be required to know. These photographs can be shown to new arrivals and can be made use of at instruction classes.

(h) *Quarterly Summary of crime in each station area.*—I think it would be a very good thing if a quarterly summary of crime was kept in each station area so that the visiting officer could see at a glance if the crime in that station area is on the increase or otherwise. If it is on the increase the officer can go into the question of the system on which patrols are being organized and he can inquire what check is being maintained on patrols. It is difficult to get this information at once from the crime register. If an annual summary is kept, it is too late in January or February, 1931, to start taking steps which should have been taken, say, in April, 1930, to prevent crime. If a monthly summary is kept a number of the cases will be still pending in Court. A quarterly summary will, I think, be found to be the most suitable summary for checking purposes. If the summary shows that there has been an increase in crime the visiting officer can see which villages the crime has been reported from and he can satisfy himself that steps are being taken, or he can give orders that in future steps should be taken for extra vigilance on the part of the Police in preventing crime in these villages by sending out patrols more frequently to these villages than the others. The visiting officer can talk to the headmen and mention the matter to the District Officer. Action so taken may have deterrent effect in the future.

(i) *The provision of prompt means of communication.*—The provision of prompt means of communication has effect in deterring criminals from committing crime. An example of this can be seen in the decrease in highway robbery which was at one time the commonest form of serious crime committed in Palestine. Before telephonic communications, roads, etc., were provided, hours used to pass before any information was received by the Police that a highway robbery had been

committed. Interception of the raiders was, therefore, a matter of great difficulty. The provision of telephonic communication, wireless communication, the provision of good roads, has had a distinct deterrent effect in preventing this type of crime.

PART XVII.

Collection and Communication of Intelligence.

156. *Collection and communication of intelligence one of the most important duties of the Police Force.*—One of the main differences between a Police Force widely distributed in Police stations and posts throughout the country and a Gendarmerie or troops massed at certain strategic points is that the Police Force is responsible for collecting and communicating intelligence. It is the duty of a Police Force to collect and communicate intelligence in regard to a possible disturbance, a breach of the peace, in regard to other crime against person or property and in regard to communists and matters of a political nature.

If the Police can get information in advance that a riot may possibly break out, the necessary dispositions of Police and troops can be made in advance and the riot may be prevented. A Police officer who, by getting information in advance, prevents a riot or prevents a crime is a better man than the Police officer who quells a disturbance by force. As has been stated in paragraph 16 of this Report it is laid down in the Palestine Police Ordinance that the first duty of the Police is the "prevention of crime."

The Police in Palestine are at the present distributed over 88 stations and posts. It has been recommended that the number of stations and posts be increased to 116. The present sanctioned strength of the Force is 1,975. If there are in Palestine 1,975 Police officers, distributed amongst 88 stations and posts, daily endeavouring to collect and communicate intelligence, the Government of Palestine and the responsible officers of the Force should get all the information they need.

As has been stated in paragraph 7 of this Report, it is of the utmost importance that, while every effort is being made to bring about a better understanding between Jew and Arab in Palestine, disturbances should be prevented at all costs and any breach of the peace should be adequately dealt with in the earliest possible stage. For this reason it has been recommended that there should be an adequate force of military in the country for at least 20 years. As stated in paragraph 8 of this Report, serious premeditation and organization for months in advance in arranging for a riot is almost impossible and this is not the manner in which riots in Palestine are brought about. It may be a question of minutes only for a crowd to be roused to a state of frenzy, on some religious cry being raised, for a riot to start. A Police officer who has a knack of getting information and who has a flair for seeing what people are "thinking" and not necessarily waiting to hear what they are "saying," may in these few minutes be able to bring on the spot a force of military or British police who may just make all the difference in preventing a riot or in dealing with the first outbreak so promptly that it will be prevented from spreading. It is on account of the possibility of riots breaking out at such short notice that Palestine must have troops actually on the spot and not be dependent on getting military assistance from Egypt or Malta. It is hoped that the very presence of troops in Palestine will have effect in preventing disturbances. Should, however, a disturbance arise or be threatened, the action of the troops must necessarily depend to a very large extent on what information the Police can get in advance so that the disposition of the troops available can be made to the best possible advantage. If it can be guaranteed that there will be troops in Palestine for the next 20 years the most important duty of the Police during those years is going to be the collection and communication of intelligence.

157. *Every man in the Palestine Police Force to be required to collect and communicate intelligence.*—With the notable exception of the Police in the Southern District, I am not satisfied that information is being collected and communicated by the members of the Palestine police as it should be. When the armed band at Safad was giving trouble during the last few months it was stated that there might be

an extension of this form of attack and that disturbances in the future might not take the form of attacks upon Jews in cities, where there is now a standing force of military and British police, but that outlying Jewish colonies might be raided and attacked by armed bands operating from wild and unpopulated country in the vicinity of Jewish colonies. Mr. Quigley, who was at the time the District Superintendent in charge of the Southern District, had kept his ears and eyes open in the Southern District in regard to this matter since the 19th December, last. By getting information in advance, Mr. Quigley and the Police in the Southern District were able to arrest eight persons who had definitely been sent down to the Southern District with instructions to organize and arm a gang in the Jaffa District on the lines of the gang at Safad. Their instructions were to organize a band to attack Jewish colonies north of Tel Aviv. Two of the gang were arrested on the 21st February and subsequent to their arrest six others were arrested before they were able to start operations. Had this gang started operations in the Southern District they would have terrorized the villages and raised a state of alarm which would have, as in the case of the gang at Safad, made it extremely difficult for the Police and troops to get anyone to come forward and give reliable information as to the actual whereabouts of the gang who would have probably taken refuge by day in caves, etc. By getting information in advance and acting on it the plot was nipped in the bud and there has been no attempt since to start another gang in the Southern District or in any other part of Palestine. The arrests made and the prompt action taken have had effect. This is real "Police" work. Mr. Quigley and Mr. Riggs and their subordinates deserve the greatest credit for their good work in this matter.

Now what Mr. Quigley and Mr. Riggs can do every other Police officer and man in the Force (British and Palestinian) can do. Mr. Quigley and Mr. Riggs have got no more eyes and ears than any other member of the Force. They are merely making more use of their eyes and ears. At my visits to stations and posts I asked practically every man I met when he last got any information of value. The answer to the question was generally a look of blank astonishment from the man, accompanied by an explanation from the Officer in charge of the District or station that the man was a mounted man, that he was employed on station duty or that he was a farrier. I endeavoured to point out that there was no reason why a mounted man on patrol should not get information of value, in fact, in my opinion, that was one of the reasons for his being sent out on patrol. The man working in the station does not sit in the station the whole of the 24 hours, he goes out for his meals and meets the people of the place. Similarly with regard to a farrier, there is no reason why a man should not get information over a cup of coffee or when he is getting his hair cut. If he does, it is his duty to communicate it. I examined a large number of constables' notebooks; in the majority of cases there was very little written in them and the notebooks were not being inspected.

It is, of course, the main duty of an efficient C.I.D. to collect and communicate intelligence. I found the C.I.D. of the Force to be its weakest spot and this matter will be referred to in detail in a later part of this Report. An efficient C.I.D. should be able to get information in advance of anything serious which is likely to happen in Palestine. I have no doubt that with a good C.I.D. they will be able to do so, but the C.I.D. cannot show the best results unless they have the co-operation and support of every Police officer in all the 88 stations and posts in Palestine. A man in one station may get a bit of information which sounds so improbable that he scarcely likes to report it. He, however, does report it and the information goes through to the C.I.D. The C.I.D., who should be receiving reports daily from every district, on the same day receive a similar report from four or five other sources in different parts of the country. The C.I.D. realize that the matter is well worth looking into and take the necessary steps in the matter. The C.I.D. must rely on every Police officer co-operating with them so that every man in the Force, whether he is a mounted man, a farrier, or employed on station duty, is an eye and an ear of the C.I.D. In view of the fact that a riot may at any time break out on a religious cry being raised, it is quite possible that there might at any time be a purely local riot in some town or place outside Jerusalem. The trouble might arise so quickly that the C.I.D. would not have received any information about it. If the Police on the spot have been trained to understand that it is their duty every day and all day to collect and communicate intelligence, some Police officer may be able to get information through in time to the Officer in charge of the station or to the Officer in charge of the division or district, who may, in the few minutes that are available

for action to be taken, bring a force of Police on to the scene who will arrive there in time to prevent a riot. This is "police" work.

158. *Training the members of the Force to collect and communicate intelligence.*—It is necessary, in my opinion, that all ranks of the Force should be given to understand that it is the bounden duty of every Police officer, whatever his rank may be or whatever duty he may be employed on, to collect and communicate intelligence, and all ranks of the Force should be definitely trained to collect and communicate intelligence. I would recommend that it be set about in this way:—

(a) *Instruction to be given to all ranks under training at the Training School (recruits, constables, constables to be non-commissioned officers, non-commissioned officers to be officers, Probationary Assistant Superintendents), and at instruction classes held in each Police station and a note to be included in the Handbook of Instruction which has been recommended (paragraph 95), on the following lines:—*

Science is a useful ally in police work, but it cannot take the place of the duty cast upon the Police to collect and communicate intelligence and, by close co-operation, to get information from the public which will assist in the detection and prevention of crime. Every Police officer, whatever duty he may be employed on, whether in uniform or plain clothes, should realize that his principal duty is the prevention and detection of crime, and he can only hope to be of service in the detection of crime if he keeps in close touch with the public and collects and communicates intelligence.

For administrative purposes it is necessary to detail certain men for certain duties. Whatever duty a Police officer may be detailed for there is no reason why when off duty, if it is not possible for him to do so when on duty, he should not get in touch with persons who may be able to get for him information as to the whereabouts of an absconder, where stolen property is being disposed of, or information with regard to the offenders in some particular crime. It is impossible after a crime against property has been reported to watch every house in the vicinity or to stop and examine every individual for marks on his person or for stolen property. If the offender has not been seen and has left no finger prints, foot prints, or any article on the scene by which he can be traced the Police must have "information" which will lead them to the offenders. If the information is accurate and is promptly obtained, stolen property may be found in the possession of offenders. There is no reason why a recruit, non-commissioned officer, or officer under instruction at the Training School should not pick up some useful information about a crime committed in Jerusalem. If the information proved of value it would afford proof of the man's fitness to be a Policeman and he would have made a good start in his career.

However astute an investigating officer may be, his powers of observation and detection and the assistance of experts will not solve every case he is called upon to investigate. In many cases he is dependent on "information." Ability to obtain information is one of the investigating officer's most necessary qualifications. There are 1,975 members of the Palestine Police Force. Every one of these 1,975 men has two eyes and two ears. If his eyesight or hearing were defective a man would not have been enlisted in the Police. The Force, therefore, should have 1,975 possible sources of information.

(b) *Every recruit to be instructed while at the Training School in the proper method of keeping a Police notebook.*—A notebook is to the Policeman what a rifle is to the soldier. It is as useless for the Policeman to be at the scene of crime or accident without a notebook as it is for the soldier to go into action without his rifle. There are already 2,958 motor vehicles in Palestine and the number is bound to increase. It is impossible for a Police officer to rely on his memory when reporting the number of a motor-car concerned in an offence, and it is dangerous for a Police officer to attempt to remember the exact words used by a person on arrest or the statement of a dying man. The strictly "police" side of their duties is bound to receive more and more attention as the Force develops, and I recommend that a special point be made in the instruction of a recruit from the date of his first arrival at the Training School, in the use which should be made of a notebook by every man in the

Force, whatever duty he may be employed on. A recruit under training should be taken out to a village to investigate an imaginary case of crime specially arranged for the purpose. On the scene he should make notes in his notebook, on his return to the Training School he should make a report as he would at a Police station. Some days later the recruit will be required to give evidence before a lecturer who would take the part of a Magistrate. The recruit will be cross-examined as to his statement and he will have to refer to his notebook. He will thus learn in a practical manner the use of a notebook. A description of persons wanted and property stolen or lost in Jerusalem in cases of importance should be communicated to the Training School and the information should be read out to the recruits, who will make a note of it in their notebooks in case they might at any time get any information in regard to the matter from their friends or when they get permission to go into the town. They will so get into the habit of doing what they will later have to do when they report for duty daily at a Police station.

There is a very good Order, dated the 27th January, 1922, on the subject of the Police notebooks (Circular No. 108). In this Order it is stated "on Policemen reporting off duty at Police stations or outposts, their notebooks will be presented for inspection to the Officer in charge of the station or post." If this was being regularly done the fact that for weeks and for months together a constable doing duty daily has made no entry of any kind in his notebook would be noticed. In the same circular order of the 27th January, 1922, it is laid down that:—

"The following instructions will be adhered to and will be copied on the inside of the notebook:

1. No erasures to be made.
2. No leaves to be torn out.
3. No blank spaces will be left.
4. No writing between lines.
5. Record statements in actual word of speaker.
6. Initial all corrections.
7. Remember this book may have to be produced in a Court."

I do not see that this is being done.

I would like to see a stronger pattern of Police notebook issued to all ranks. A notebook which has to be always carried in uniform and constantly pulled out and referred to must be a good strong one. A brief note as to how a notebook should be kept should be printed in English, Arabic and Hebrew on the first page. I have handed a sample of such notebook to the Commandant.

(c) *Notebooks to be inspected and initialled by the Officer in charge of the station whenever a man comes off duty.*—I recommend that whenever a man reports at a Police station or post to go on duty, whatever duty he may be detailed for, a description of persons wanted, property lost, property stolen, in regard to which information may possibly be obtained in the station area, should be read out to him and he should take a brief note of the description in his notebook. Whenever a man comes off duty his notebook should be examined and initialled. It is important that all ranks of the Force should realize that a notebook is of two-fold value. It is not only of the greatest assistance to a Police officer on the scene of an accident or crime, but if frequently examined and initialled by a superior officer, entries in such a book may prove of the greatest value in corroborating the evidence of a Police officer in a Court of Law. The best way of drawing attention to the importance of a notebook is to insist on notebooks being inspected and initialled daily.

(d) *Information to be obtained by men on patrol duty.*—A great deal of useful information can be obtained by patrols who question residents or persons met on patrol, keepers of cafés, and people met at cafés, headmen, etc. Men coming off patrol duty should be particularly questioned as to the information they have obtained.

(e) *Men to be questioned as to the information obtained at the weekly instruction class.*—In paragraph 94 of this Report it has been suggested that a weekly instruction class should be held at each station and post. At this weekly instruction class a point should be made of questioning all the men present as to what information they have obtained. Every man should bring his notebook to the instruction class so that he can take down in it any information which may be given to him.

(f) *Men to be questioned at inspections of stations and posts as to what information they have obtained.*—In paragraph 107 of this Report it has been suggested that instruction of the men should form some part of each inspection of a station or post. At every such inspection the men should be asked as to the information which each has recently obtained. Notebooks should be examined. By the inspection of each man's notebook the inspecting officer will get a very fair idea of the amount of real "police" work which each man is doing.

(g) *Any good case of prevention or detection of crime resulting from information obtained should be published in Police Orders.*—In paragraph 94 of this Report it has been suggested that the Commandant in his Weekly Orders should include a note or report on any case or point of special interest which has come to notice in the investigation of crime, etc. When a member of the Force has obtained useful information which has led to the prevention or detection of crime it will serve as a direct encouragement to other men to seek for information if the man who obtained the information in the case which has been quoted is commended by the Commandant in his Weekly Orders.

(h) *Commendation of an officer or grant of a reward to a man who has obtained useful information which has led to the prevention or detection of crime.*—In the case of an officer who has done good work by getting information which has led to the detection or prevention of crime it will be a direct encouragement to him and to other officers if the Commandant brings his good services in the matter to the notice of Government. If the officer receives the commendation of the Government the fact should be mentioned in the Commandant's Weekly Orders and a brief note of the case might be published so as to give an idea of the effect of the action taken on the information obtained. An officer whose name is being continually brought to the notice of Government as having a special "flair" for getting information is an officer whose future should be watched. Other things being equal the officer who can get information is a better Policeman than the officer who cannot, and when the question of promotion arises the best "Policeman" should be promoted.

A subordinate Police officer who has obtained information of value may be granted a reward and the name of a man who is continually getting useful information should be noted for further advancement. A large sum of money is at the present time being paid to private informers from Secret Service funds. In the month of January, 1930, a sum of £490 was paid out on this account, of which sum £225 was paid out in Jerusalem alone. During the year 1928 a sum of £30 was paid out to members of the Palestinian section of the Force in rewards and the sum of £106 in 1929. I should like to see more rewards paid to the Palestinian members of the Force for getting information.

(i) *Conferences at Headquarters and in Divisions and Districts.*—It is a very good habit to have a weekly conference at Headquarters with officers in the Headquarters town who may have information to exchange or matters to discuss. I would suggest that on a fixed day and time each week the Commandant, Deputy Commandant (Administration), the Head of the Criminal Investigation Department, the District Superintendent, Jerusalem District, the Superintendent of the Training School and the Superintendent in charge of the British section should meet and exchange information and ideas. If the Commandant was away on inspection, the Deputy Commandant or the Senior Officer present would preside. The absence of one or two officers on duty, etc., would not prevent the others meeting. A weekly meeting of this kind will be found to be extremely useful in the exchange of ideas and information and if it is held on a fixed date and time each week, each officer concerned would know that on that date and at that time he would have the

opportunity of meeting the other officers. During the previous week he would note down any points which he wished to bring up for discussion, and it would save writing and would save circulars being sent round for opinions if there was this opportunity each week for officers meeting.

In Divisions or Districts it will be found very useful for the Officer in charge of a Division to get his Officers in charge of stations together and discuss matters affecting the good order of the District. The views of all present can be obtained and exchanged in regard to any particular crime that happens to be prevalent. In the same way the Officer in charge of a District can get his officers together, not necessarily weekly but as he finds it convenient from time to time, to exchange ideas. Three heads are better than one in Police work, particularly in dealing with an outbreak of crime.

May I say that at the weekly instruction class and at the instruction class held at the inspection of stations, it will be found very useful to discuss methods of dealing with crime with all present. A constable may have some quite useful idea or information which may prove of value.

(k) *Amendment of the Police Ordinance.*—It is not laid down in the Palestine Police Ordinance that it is the duty of every Police Officer to collect and communicate intelligence. I think it would have effect when instructions are being issued in the proposed Handbook of Instruction (paragraph 95), and I think it will be of great assistance when the importance of collecting and communicating intelligence is being impressed upon recruits and every man at a Police station if it is definitely laid down in the law that the collection and communication of intelligence is one of the principal duties of a Police officer. Section 36 (1) of the Police Ordinance now reads as follows:—

“Every Police officer shall have all the powers, privileges and immunities and shall be liable to undertake all the duties and responsibilities attaching to the office of a peace or Police officer pursuant to any law for the time being in force in Palestine.”

Then follow, in the remaining Sub-sections, details as to the powers of a Police officer in regard to keeping order in roads, public places, etc.

Might I suggest that it may prove of assistance in emphasizing that it is the duty of every Police officer to prevent crime and to collect and to communicate intelligence if Section 36 (1) was amended to read as follows:—

Duties of Police Officers.—Every Police officer shall for all purposes in this Ordinance contained be considered to be always on duty, and shall have the powers of a Police officer in every part of Palestine. *It shall be his duty to use his best endeavours and ability to prevent all crime, offences, and public nuisances; to preserve the peace; to apprehend disorderly and suspicious characters; to detect and bring offenders to justice; to collect and communicate intelligence affecting the public peace; and promptly to obey and execute all orders and warrants lawfully issued and directed to him by any competent authority.*

Then would follow the Sub-sections as to the powers of the Police in keeping order in roads, public places, etc.

If the law is amended on these lines this section of the law should always be quoted in any orders issued to the Police relating to the importance of preventing crime and collecting and communicating intelligence.

PART XVIII.

Investigation and Detection of Crime.

159. *To detect and bring offenders to justice one of the main functions of a Police Force.*—It has already been stated that the main functions of a Police force are the collection and communication of intelligence and the prevention of crime. It is also their duty to endeavour to detect crime when committed and to bring offenders to justice. There is a lot to be done in Palestine in the investigation and detection of crime. In the year 1929 there were 4,018 cases of serious crime committed in Palestine, of which 187 were cases of murder or manslaughter (not including cases arising out of the riots). In 1928 there were 4,195 cases of serious crime, of which 199 were cases of murder or manslaughter. As previously stated the proportion of cases of murder and manslaughter to population is high, 1 to 5,000. In addition to the 187 cases of murder and manslaughter (99 murder, 88 manslaughter) committed in 1929, there were 151 cases of attempted murder, 279 cases of wounding and serious assault, 34 cases of highway robbery, 248 cases of fraud, embezzlement, and forgery, 472 cases of malicious damage and agrarian crimes.

160. *The investigation of crime in Palestine has been left too much to the Palestinian members of the Force.*—In paragraph 157 of this Report I stated that, with the notable exception of the Police in the Southern District, I was not satisfied that information was being collected and communicated by the members of the Palestine police as it should be. The same remark applies to the investigation of crime. The impression conveyed on me is that, with a few exceptions, the investigation of crime is left almost entirely to the Palestinian police. Very little is being done in the investigation and detection of crime by the British officers. I may say that the Judges and the Law officers I have spoken to state that with the exception of the Southern District they have not found that serious cases of crime are investigated by British officers. In paragraph 102 of this Report I stated that in my opinion the Palestinian police were not getting the supervision they needed, that stations and outposts were not being thoroughly inspected, and that there was not sufficient check on patrolling. The same remarks apply to the investigation side of the work of the Police. I do not find that there is adequate check on the investigations which are being made by the Palestinian police.

As above stated there are a great many cases of serious crime to be investigated. The investigation of 99 cases of murder, 88 cases of manslaughter, and 151 cases of attempted murder is quite enough to keep the most energetic occupied. Is it fair to leave this to the Palestinian police? Less than one-third of the Force has been through a Police Training School. If such a small proportion of the Force has been through a Training School and the British officers are not personally investigating serious cases or checking the investigation of cases by Palestinians what training or supervision are the Palestinian police getting in the investigation of crime? What have they got to fall back upon? The Turkish methods? In Turkish times did not the “investigation” start when there was a prisoner in custody? I do not gather that in Turkish times the Police looked for finger prints on the scene of crime or that they were trained to look for circumstantial evidence. Was it not a case of “beating up” to get evidence as to who committed a crime and then relying on the confession of the prisoner, which was possibly obtained by similar means? Are we satisfied that the methods which the Turks adopted are methods which can be carried out under a British Administration? If the answer is “no” what have we given the Palestinian police to fall back on in place of the Turkish methods?

May I be permitted to quote from a report on a case which occurred in Jerusalem of the night of the 28th–29th December, 1929. In the report it was stated that thieves broke into the Hebrew University at Jerusalem and stole a jacket, seven pounds in cash and some foodstuff. In the report it was stated “by breaking the window glasses the culprits gained entrance into the rooms where the machines are but they did not steal anything from there.” At the end of the report it was stated “Police investigations have so far failed to reveal the identity of the offenders.” I saw this report when going through crime reports in the C.I.D. Office

at Headquarters. The point in the report which struck me was that although it was stated that the culprits had gained entrance into the premises by "breaking the window glasses" there was no mention made in the report as to whether there were any traces of finger prints on the broken glass. There was no mention of any search having been made for finger prints. I informed the officers of the C.I.D. that when such a report reached their hands it was their duty to raise the question as to whether there were any traces of finger prints and that in my opinion they should, on a report of housebreaking where entrances had been obtained by breaking a window, insist on the Police definitely stating in the Crime Report whether they had found any trace of finger prints or not. In the Crime Report it was stated that the officer who investigated the case was Inspector Ishak El Assali. As a matter of interest I said I would like Inspector Ishak El Assali to be asked whether as a matter of fact he did find any trace of finger prints on the broken glass in this case, and if so, what action he took in the matter. The reply to my enquiry was that Inspector Ishak El Assali investigated the case but did not visit the scene of the crime. To a Policeman it sounds almost incredible that under a British Administration an Inspector of Police should allow his name to appear on a report as the officer who investigated a case of burglary and yet admit that he had not visited the scene.

If we have failed to train the Palestinian police in British methods of investigating crime, or if we have trained some of them but do not supervise them in this branch of their work, is it fair to leave the investigation of so much serious crime to them? The impression conveyed on me is that the Palestinian police and public realize that under British rule the Palestinian police cannot go the "whole hog" in adopting Turkish methods, and yet the Police have got nothing very much to put in the place of Turkish methods. With the investigation of crime left to them I consider that the Palestinian police have rather been left "in the air."

161. *Palestinian Police need the supervision of British Officers in the investigation of crime.*—I do not blame the subordinate British officers. Many of them came out of the Gendarmerie and out of the Army and have had no previous experience of police work. They did not go through any course of training when they joined the Police Force, and I see no sign of the necessity for them paying personal attention to the investigation of crime having been brought home to them. Without training or instruction as to the investigation of crime the majority have, so far as I can judge, given their main attention to their office duties. Finding in the office that he was in many cases held personally responsible for the collection of Government money and fees, the officer has somewhat naturally given his attention to that side of his work, and the investigation of crime and the inspection of stations outposts have suffered. As stated in Part XIII of this Report a great number of extraneous duties are at the present time being carried out by the Force. If the Force can be relieved of these duties as recommended it will be of great help to Government in insisting on an order being carried out that in future the British officers should give their whole attention to the training and supervision of the Palestine police and to the prevention, investigation, and detection of crime. A good deal can be done to make it easier for British officers to give more time to the investigation of serious cases of crime. At the same time I think, that while they may not have been able to do as much in the past as it is hoped they will do in the future, more might have been done by the majority of British officers, as has been proved by what was found possible in the Southern District. If officers were not able to get to the scene of the crime as often as they should have they might have in their offices checked reports of crime which came through their hands. I do not think it has been the practice to return a report with questions on it, if the original report submitted did not give all the details which should have been mentioned. For example in the case of burglary in Jerusalem in which Inspector Ishak El Assali failed to visit the scene and failed to make any mention in his report as to whether there were any traces of finger prints on the broken glass, the report was submitted by a British officer. He apparently was quite content to put his signature to the report. The report passed through the hands of three British officers at Headquarters, no one thought of raising the question as to whether any traces of finger prints had been found or not. So far as I can see reports on cases of crime have, in the majority of cases, passed through the hands of officers and been signed just as other routine papers might be signed. There is no such thing as "routine" in the investigation of crime. A Police officer has to deal

with every case of crime reported as a fresh problem and test of his efficiency exactly in the same way as a doctor will regard a case in which he has been called in for the first time.

162. *Effect of investigation of crime by British Officers in the Southern District.*—In the Southern District British officers made a point of taking interest in and investigating serious cases of crime, with the happiest results. In connection with the investigations which led to the conviction of P.C. Khinkis for murder committed during the rioting at Saknet Abu Kebir on 26th August, 1929, Mr. Riggs, Assistant Superintendent of Police at Jaffa, personally investigated the case. On arrival at the scene, Mr. Riggs noted that a cartridge case which he found on the scene was of .303 calibre and showed signs of having been polished. He therefore went to the nearest Police Post and took possession of the two rifles kept at the Post and empty cartridge cases which had been fired by the personnel of that Post during the disturbances on the preceding day. The two rifles taken from the Police Post, a portion of a .303 bullet extracted from the body of one of the victims and the polished .303 cartridge case found on the scene of the murder were sent to the Government Analyst, who was asked whether he could connect any of the exhibits with each other. The Government Analyst was able to definitely prove that the polished cartridge had been fired out of the rifle which had been used by P.C. 612 Khinkis and further that it was of a comparatively rare make in which the nose of the bullet contains a small thread of fibre and the nose of the bullet found in the victim's body contained such fibre. The Government Analyst was also able definitely to state that the cartridge case must have been on the floor of the scene of the crime before the blood of the victims reached it, so that it could not have been dropped there between the commission of the murder and the visit of Mr. Riggs. Credit for the successful investigation of this case is primarily due to Mr. Riggs, who displayed remarkable detective ability in his original deductions and the manner in which he followed up clues. The greatest credit was also due to the Government Analyst, Mr. G. W. Baker, whose work in connection with the case was a model of efficiency and diligence. The case was an example of the effect of a visit to the scene of crime by a British officer. Had Mr. Riggs not personally visited the scene it is extremely doubtful if anything would have come of the case. If we compare the action of this case with the failure of Inspector Ishak El Assali to visit the scene of burglary, one sees at once how much could be done, not only in the successful investigation of crime but in the training of the Palestinian police, if British officers made a habit of visiting the scene of crime.

In paragraph 157 of this Report reference was made to the good work of Mr. Quigley and Mr. Riggs in getting information with regard to eight persons who had been sent to the Jaffa District to organize an armed band on the lines of the gang that had been operating in the Safad District. By the arrest of those persons the plot was nipped in the bud. This example of prevention of crime and the Khinkis case as an example of detection of crime, were both instances of real "police" work. What Mr. Riggs was able to do at Jaffa under the present system, other officers could have attempted to do. They may not all have been as successful as Mr. Riggs, who has a "flair" for police work, but a visit to the scene of crime by them in more cases would, I feel sure, have done good in encouraging the Palestinian police.

I think the proposals put forward in Part XI of this Report to abolish Sub-District Offices (paragraph 104), to make separate Districts of Nablus and Beer-sheba and thereby reduce the size of the Northern and Southern Districts (paragraph 105), the allotment of 10 British Inspectors to assist Assistant Superintendents at their Headquarters (paragraph 103), and relief from the extraneous duties referred to in Part XIII of this Report should help British officers to give more time to the personal investigation of serious cases of crime.

163. *Training of the Members of the Force in the investigation and detection of crime.*—It has been suggested in paragraph 158 (k) of this Report that Section 36 (1) of the Palestine Police Ordinance should be amended so that it may be made clear that every Police officer in Palestine has certain important duties required of him by the law. Amongst others that "it shall be his duty to use his best endeavours and ability.....to detect and bring offenders to justice." It is necessary,

in my opinion, that all ranks of the Force should now be trained in this duty. I would recommend that it be set about in this way :—

(a) *At the Training School*, an imaginary scene of crime can be “staged,” every recruit, constable to be Non-Commissioned Officer, Non-Commissioned Officer to be Sub-Inspector, and Probationary Officer under training should be taught how to conduct an inquiry into a case of crime. At the “scene” all necessary entries will be made in a note book. The statements of witnesses will be recorded. The statements of eye-witnesses will be put to the test. A plan of the scene will be made. The recruit will then make a report at the “station” to the Instructor, who will represent the Officer in charge of a Police station. The next morning the recruit will be required to step into a witness box and give evidence in regard to the case as would be done in a Court of Law. All ranks under training in the Training School can be practically instructed in how an identification parade should be held, how to arrange for the identification of suspected persons and lost property, how to handle and pack productions bearing or suspected of bearing finger prints, and to apply the finger print and foot print system of identification. They should be taught how to draw a plan of a scene of crime or motor accident, to use their powers of observation at a scene of an imaginary motor accident. For example, they can be taught to look out for peculiar tyre marks, to deduce from the marks on the ground how far from the scene of the “accident” the brakes were first put on, the distance a car skidded, whether a car was keeping to the right side of a road at a corner, to look out for pieces of glass which might prove to be evidence of value if a car with a corresponding amount of broken glass was traced; to look for bits of hair, traces of blood, bits of clothing on the mud guards, head lights, etc. Lectures by the Government Analyst, Finger Print Expert, Magistrate, Law officer, Criminal Investigation Department officer, will tend to broaden the minds of the men under training and help them to realize the possibility of detecting a case of crime by making use of their powers of observation and by making full use of every bit of circumstantial evidence which may be found on the scene of crime.

(b) *In the Handbook of Instruction* which has been recommended (paragraph 95), attention can be drawn to the possibility of detecting crime by a Police officer keeping his eyes open at the scene and making every possible use of such circumstantial evidence as may, by the exercise of the powers of observation, be found on the scene.

(c) *At the weekly instruction class* which should be held at each station and post (paragraph 94), the progressive training of every Police officer can be provided for. Interesting cases published in the Weekly Orders (paragraph 94) may illustrate how by attention to some particular detail a case of crime in another District has been successfully detected. Any new methods evolved in other Districts or in other parts of the world can be brought to notice.

(d) *By officers reading all they can about their profession and attending courses of instruction.*—Officers will find that there is no limit to the amount of instruction they can give their men if they will themselves read books and articles relating to the profession which they have adopted. A great many useful hints for the officer himself to apply in the detection of crime and for instructional purposes can be obtained by reading books and articles such as *Reports of Famous Trials*, *Criminal Investigation* by Hans Gross, and the *Police Journal*. If the grant of a language allowance to men who can read and write English has effect, a number of men of the Force will be able to read these books to their great advantage. Officers when in England on leave should seize the opportunity of attending courses of instruction such as the Metropolitan Police Course. It has been suggested in paragraph 98 of this Report that the time spent on such courses should be counted as duty and not as leave.

(e) *By the issue of a definite order by the Commandant as to the cases in which a Superior Officer should visit the scene of crime.*—It was suggested in paragraph 106 of this Report that an Assistant Superintendent should visit the scene of every case of serious crime and the scene of every incident out of the ordinary affecting the district, e.g., a serious motor accident, railway accident, etc. To this should be added an order as to the cases in which he should personally

appear in Court. It was suggested that a Deputy Superintendent in charge of a Division should visit the scene of every murder and should be responsible for its investigation and for the conduct of the case in Court, and that District Superintendents should take in hand any serious cases of murder and crime out of the ordinary, such as crime organized by a gang. May I mention the fact that in Ceylon, with more cases of serious crime to be investigated (Ceylon 243 cases of homicide in 1929—Palestine 182), a bigger area to be covered with fewer superior officers (Ceylon 42—Palestine 47), the scene of every case of murder, or serious crime, or incident out of the ordinary is invariably visited by an Assistant Superintendent or Superintendent, who is held personally responsible for the handling of the case. In Cyprus the superior officers are required to personally proceed to the scene of serious crime. Apart from everything else, the fact that a superior officer visits the scene of serious crime has a great moral effect in the village where the crime is committed and it has the effect of encouraging the headmen and the local Police, who realize that the whole responsibility of an important case is not being cast upon them. The headmen and the local Police are in many cases related to or connected with the parties and the fact that an independent Police officer inquires into the case is of the greatest help to the Magistrate or to the Higher Court to which the case may eventually be committed for trial.

The details of such an order is a matter for the Commandant, who will best be able to judge what cases of crime in Palestine most need the presence of a British officer on the scene. Having made up his mind and issued an order, the Commandant should see that the order is strictly complied with. This he will be able to do if the system of weekly reports by officers is introduced (paragraph 109), and the officer is required to enter in his weekly report in what cases he visited the scene of crime. The Officer in charge of the C.I.D. will be able to assist in seeing that the order is carried out by noting the name of the senior officer who visited the scene of crime in cases which have to be reported to Headquarters. All such reports go to the C.I.D. These reports should, I suggest, be carefully checked in the C.I.D. office and if the scene of crime in serious cases was not visited by a superior officer the report should be sent back with a query as to why the order on the subject was not complied with. If the explanation given is not satisfactory the matter should be brought to the notice of the Commandant. The head of the C.I.D. should bring to the notice of the Commandant any good bit of work resulting from the prompt arrival on the scene of a British officer or an example of the good effect of a British officer taking over an investigation, and all such cases can be brought to the notice of officers in the Commandant's Weekly Orders (paragraph 94).

(f) *Crime Report Form to be amended.*—There is a form called “Special Report of Crime” (P. 507). In this form there is a heading “Name of officer investigating the case.” As mentioned in paragraph 160 above there is no guarantee under this system that the officer who is reported to be the “officer investigating the case” has been to the scene. In a Crime Report one does not want to know the names of the officers through whose hands the report has passed as much as the names of Police officers who visited the scene. Supposing that at any time any information in regard to what was observed on the scene is urgently required by the Law officers or by the Police, the officer to be sent for is the officer who visited the scene. If under the present system the officer who is put down as investigating the case is sent for it might be that he can throw no light on the matter because he never visited the scene. I would suggest that Form P. 507 be amended to read as follows :—

Paragraph 3 to stand, “Date, time, and scene of occurrence.”

Paragraph 4 to stand, “Date and time reported, and name of Police station to which reported.”

Paragraph 5, new paragraph, “Scene visited by”

Paragraph 6, new paragraph, “Date and time of arrival on scene.”

Paragraph 7 present paragraph 5.

Paragraph 8 present paragraph 6.

Paragraph 9 present paragraph 7.

Paragraph 10 present paragraph 8.

Old paragraph 9, "Name of officer investigating case" to be deleted.

Paragraph 5 will show the name of every Police officer who visited the scene and the Commandant's Order referred to in paragraph 163 above will make it clear who should have investigated the case. The new paragraph 6 "Date and time of arrival on scene" will show how soon after the case was reported to the Police the officer arrived on the scene. If there was any delay between the time of report to the station and time of arrival on scene the C.I.D. should raise a query on the point and if the answer is not satisfactory the Head of the C.I.D. should bring the matter to the notice of the Commandant.

(g) *Statements of witnesses to be put to the test on the scene.*—The great advantage of a superior officer visiting the scene of crime is that the statements of witnesses can be put to the test at the scene. If a witness says he saw or heard something at a certain distance the possibility of something of the kind being seen or heard at the distance mentioned can be at once put to the test.

(h) *Expert assistance to be summoned in difficult cases.*—In a later part of this Report the future organization of the C.I.D. will be dealt with. If the C.I.D. is put on a sound footing there should be in the C.I.D., superior officers and inspectors of all nationalities (British and otherwise) who will be available to go to the scene and render assistance to the District Police in the investigation of some difficult or intricate case. Of the 88 Police stations or posts, 67 are already connected by telephone or wireless. There is no reason, therefore, why the C.I.D. should not be communicated with at once in difficult cases, the sooner they can be informed the better. It is not fair on the C.I.D. to call them in after all traces of any possible circumstantial evidence on the scene have disappeared.

If the assistance of the Government Analyst, Finger Print Expert, Expert Photographer, Expert in Firearms, is needed, such assistance can always be obtained on application through the C.I.D., who can arrange for such an expert to accompany the C.I.D. officer. The advice on this subject of the Royal Commission on Police Powers and Procedure, 1929 (Cmd. 3297, paragraph 55), may be followed:—

"The primary duty of the Police is the prevention of crime and offences, but when once a crime or offence has been committed their duty is to detect the offender and bring him to justice. In this task such assistance is derived from the variety of technical methods which have been developed of late years, such as identification of finger prints, the analysis of stains, the microscopic examination of materials connected with the crime and the study of records, photographic and otherwise, of all known criminals These methods . . . are to be developed and improved to their fullest extent. These methods may provide positive evidence of the greatest importance, and even when the results are of a negative character they are often of value in narrowing the field of inquiry at the outset of the investigation, and thus obviating fruitless and unnecessary interrogations."

May I say that the Police in Palestine are very fortunate in having as their Government Analyst Mr. J. W. Baker. I have seen the work which was done by Mr. Baker in the Khinkis case, which was referred to in paragraph 162 above. It is an excellent example of how a keen and capable Government Analyst can be of the greatest assistance to the Police and the Courts in bringing scientific aid to the investigation of crime. The exhaustive and most able tests made by Mr. Baker in the Khinkis case clinched the case against the prisoner beyond all doubt. Mr. Baker is one of Palestine's assets.

(i) *Identification parades to be held by a British Officer.*—I suggest that identification parades should, whenever possible, be held by a British officer. In serious cases which are likely to come before the Assize Court, if a Magistrate is available and his presence can be readily obtained without delay or serious

inconvenience, it is often wise to arrange for the identification of the accused person in the presence of a Magistrate.

A point which may be remembered in identification parades is that sometimes there may be something peculiar in the prisoner's gait or tone of voice; and if the witness desires to see the prisoner walk or hear him speak there is no objection to the persons paraded being asked to walk individually or to speak. When such a request is made by a witness, the incident should be recorded.

(k) *Confession of an accused person to be recorded by a Magistrate whenever possible.*—In Palestine a statement made to a Police officer by a person charged with an offence can be put in evidence and used against him. I would suggest that, whenever possible, if an accused person wishes to make a confession, he should be taken before a Magistrate.

(l) *Telephone Call Boxes.*—As funds permit telephone call boxes might be provided in the vicinity of a point covered by a fixed point duty constable which is at some distance from the Police station in the big towns. By means of a telephone call box the constable can communicate to the station in an emergency, and the station can telephone to the constable the number of a motor-car that is suspected to have been used in some case of crime, to be looked out for and stopped if it passes the constable's point. Similarly any other information which should be communicated at once can be communicated to all point duty constables or beat constables by means of this system. If a constable is away from a point any member of the public can use the telephone to speak to the Police station and give information of a fire, a case of crime, disturbance, etc. A start might be made in Jerusalem. I do not regard this as urgent as the other needs of the Force. As funds permit it would be desirable if telephone call boxes can be supplied. The Commandant might take note of this to bring the matter up after more urgent needs have been supplied.

(m) *Arrests to be reported to Court.*—The Royal Commission on Police Powers and Procedure in their Report (Cmd. 3297, paragraph 22) stated "we are not unmindful of the many temptations to which a constable is necessarily exposed by the position in which he is placed, and we think that those responsible for the administration of Police should do all in their power to minimize those temptations." The greatest power which a Police officer has is the power of arrest, the power is given to every constable. There is one very salutary provision in the law of Ceylon (Ceylon Criminal Procedure Code, Section 38) which requires that every arrest should be reported to the nearest Police Court. Such a law has good effect as it prevents unnecessary arrests being made and it provides a wholesome check on arrest. If the arrest is a *bona fide* one and the person arrested is released and no charge is laid against him, the fact that he was arrested is reported to the Court. The Magistrate need not necessarily take any action on the report but the fact that an arrest was made is reported to him. I do not find any such provision in the laws of Palestine. Might I suggest that, bearing in mind the advice of the Royal Commission above quoted, it might be advisable to make provision in the law that:—

"Officers in charge of Police stations and posts should report to the Police Courts of their respective districts the cases of all persons arrested without a warrant by any Police officer attached to their stations or posts or brought before them and whether such persons have been admitted to bail or otherwise."

(n) *Commendation of an officer or a man who has done good work in the detection of crime.*—In paragraph 158 (h) it was suggested that in the case of an officer or man who has done good work by getting "information" which has led to the prevention or detection of crime, his good services might be brought to the notice of Government and the case mentioned in the Commandant's weekly Orders. The same remarks apply to the detection of crime. A little encouragement in this way has good effect.

(o) *A quarterly summary of crime kept in each station,* as suggested in paragraph 155 (h), will be found useful by inspecting officers in that it will give some idea of what success is met with in the detection of crime in each station area. If the record of detection is poor the inspecting officer can take steps to inquire who is visiting the scene of crime and whether an attempt is made to

look for circumstantial evidence on the scene, whether the Officer in charge and his men have a knowledge of the dangerous criminals in the station area, etc.

(p) *Magistrates to make inquiry on the spot in case of homicide.*—There is a very useful provision in the Ceylon Criminal Procedure Code, which requires that in every case of homicide the Magistrate shall go to the scene and hold his inquiry on the spot. What happens in practice is that in case of homicide the Magistrate, the Superintendent of Police, and the Medical Officer all go to the scene. A post-mortem examination is held on the spot. The great advantage of this system is that it brings the Magistrate to the village, which has a good effect, and in important cases which may go before the Assize Court the Magistrate is in a position, while in the village, to put the statement of every alleged eye-witness to the test. Statements are recorded at once before either side has an opportunity to concoct a false case or an alibi. It would probably be an ideal arrangement if the Court could go to the village in every case of a crime but as this is not possible the fact that it is at any rate done in the most important of all cases of crime, namely that of homicide, has a salutary effect. The wording of the law in Ceylon is as follows :—

“ *Ceylon Criminal Procedure Code, Section 153.*

“ *In case of homicide Magistrate to hold inquiry on spot.*—If the case appear to be one of culpable homicide the Magistrate shall, unless for reasons to be recorded by him he thinks it inexpedient, go to the spot where such offence appears to have been committed and if the accused be present before him shall proceed to hold such part of the inquiry directed by the next following chapter as may be necessary, and if the accused be not present shall hold the examination provided by Section 149 (1) of such persons as may seem to him to be able to give material evidence.”

164. *Departmental Inquiries, Police Sense and Experience as an investigating officer to be brought to bear on.*—In exactly the same way that a prompt inquiry by a superior officer, and an officer bringing his powers of observation and “ police sense ” to bear on an investigation and putting each statement to the test is essential to the investigation of crime, the same rules apply to the investigation of complaints against the Police. In a Police Departmental Inquiry, as stated in paragraph 112, the officer inquiring into a complaint is first of all a “ policeman ” and he should bring his “ police sense ” and experience as an investigating officer to bear on every complaint and inquiry that comes before him.

As an example of a case in which, in my opinion, ordinary “ police sense ” was not brought to bear on a finding in regard to a complaint of assault against the Police by a member of the public may I quote the following :—

On the 3rd of March, 1929, a complaint was made by Hussein el Kalabani that he had reason to visit the Police offices at Jaffa to give information concerning a threat to kill him which had been made by his brother. On a previous occasion Kalabani had complained that the investigation into a case was not being carried out satisfactorily.

In connexion with the complaint made by him on the 3rd March, Kalabani was sent for later in the day by Inspector Mode el Din el Assali and asked whether he wished to complain that the investigation concerning his case was not being carried out satisfactorily. Kalabani replied that up to now he did not wish to complain although he understood that his brother had already received information from one of the constables that the complaint lodged would not be proceeded with. Thereupon he was severely beaten by the Police. He stated that “ After I was slapped three times I called on the Inspector for help and asked him if he brought me to be struck, but the Inspector took no notice but only laughed. Then the Inspector winked at Lance-Corporal Khadder, who slapped me four or five times. I fell on the floor. When I was on the floor Police Constable Badia Musa kicked me once in the chest, once in the stomach and once on my cheek.”

On the same day, the 3rd of March, Kalabani was examined by a medical officer who stated “ On the 3rd March a certain Hussein Kalabani came to me for treatment. He was suffering from a bruised wound over his left cheek and he had discolouration on his left temple. He also had discolouration in the region of the stomach. All those injuries would be caused by a blunt instrument or object. The blow on the cheek was not, in my opinion, caused by a blow of a fist, but of something more solid. It could have been caused by a kick with a boot. The discolour-

ation on the temple might have been caused by a blow from a fist. The injury in the stomach region would have been caused by an object more solid than a fist, and might have been from a kick from a boot. Such discoloration would require a very severe blow.”

The entry made by the Police in the station diary in regard to this matter was as follows :—

“ 3rd March, 14.00 hours. Hussein el Kalabani reported at this station and inquired regarding a case which he had lodged against his brother Hassan. He sat in the office, then he threw himself on the ground and began to shout saying the Police have taken from me £30 in the presence of (names of three witnesses).”

A very lengthy inquiry was held on this complaint. The inquiry notes extend to 83 pages and the inquiry lasted for the best part of five days. The Police accounted for the injuries by stating that the complainant had thrown himself on the rough floor and by curious movements which went on for a space of seven to ten minutes he had himself caused the injuries which the medical officer described.

The proceedings were forwarded to the Commandant, who, on the 26th April, submitted a report to Government. In his report the Commandant commented on discrepancies in the evidence as to the persons who stated they were present on the scene. He pointed out that the complainant first of all added a charge of robbery against the Police but subsequently withdrew the charge of robbery. In his report the Commandant stated “ in a matter of this sort it is important to have witnesses who may be regarded as untainted. I invite attention to the statements given by Amin Eff. Akel, Acting Junior Government Advocate at Jaffa, and by Hussein Yanis, the Mukhtar of Beit Dajan. These persons both formed the opinion that the complainant was shamming and was throwing himself about on the floor with the intention of causing certain minor bruises and scratches on himself to support his allegations. *Whether the opinion they formed is correct or not I am not prepared to say but the fact remains that they witnessed the events and did form that opinion.*

I consider it is doubtful whether a conviction could be obtained against the two constables who it is alleged assaulted this man. *If His Excellency considers that the matter should go further*, I recommend that the complainant be told that he should institute proceedings against the two constables before the Magistrate at Jaffa.”

In this case it will be noted that there was evidence by the complainant and by the doctor that the bruise in the region of the stomach was caused by a blunt instrument and that the blow caused was severe. The bruise on the cheek might have been caused by the fall on the ground. The Police story is that the complainant threw himself on the ground and by curious movements caused the severe bruise in the region of the stomach and bruised his face in the action. I think that an ordinary man is entitled to say on that story that it is in the highest degree improbable that a man could, by curious movements, even on a very rough floor, give himself an injury that medical evidence described as having been the consequence of a severe blow with an instrument. It sounds extraordinary that the Police should allow a man to continue self-injury for the space of 7 to 10 minutes. Even if the Police story was true their behaviour was most unnatural. I submit that this is a case in which the Commandant should have brought to bear on his finding ordinary “ police sense ” and experience as an investigating officer. I would draw attention to the two statements in the Commandant's report which I have underlined. I submit that in a case of complaint against his own subordinates the Commandant should have himself arrived at a definite finding instead of such as quoted in the words underlined. The Commandant sat on the fence and left it to His Excellency the High Commissioner to decide what steps should be taken in the matter.

Having read the proceedings I would say that there is no doubt whatever that in this case the complainant had been assaulted by the Police in the manner which he described and as borne out by the medical evidence.

In paragraph 100 of this Report reference has been made to the reason for the appointment of superior officers in the Police Force. Subordinate Police officers have very wide powers and all men are not angels. It is because of these wide powers that subordinate Police officers in particular need supervision. An officer must stand between the public and his men. It is particularly necessary in the case of

the Head of the Force. It is, I submit, the duty of every officer and of the Head of the Force in particular to bring "police sense" to bear on every investigation, whether it is a case of crime or whether it is investigation into complaint made against the Police by a member of the public.

PART XIX.

Prosecution of Cases in the Courts.

165. *Co-operation between the Public, the Police, and the Courts necessary for the prevention and detection of crime.*—The reader of this Report is probably thoroughly tired of the expression "team" work and no doubt has cause to be so, but as if police work is to be efficient everything depends upon it, I can only apologize for the recurrence of the expression and keep on referring to the need of it. In Parts XVI, XVII, and XVIII of this Report reference has been made to the "prevention of crime," the "collection and communication of intelligence" and the "investigation and detection of crime." As stated above "team" work comes into every branch of an efficient Police Force but in no part of police work does this "team" work mean so much and play so large a part as in the prevention and detection of crime and in the prosecution of offenders. The London Police have a reputation of being the best Police Force in the world. They are, and why? I submit that it is not due entirely to the fact that they are a very fine body of men. Is it not largely due to the fact that they have the best public in the world to deal with, the most law-abiding public with a wonderful sense of proportion and a keen sense of humour, and the best Magistrates in the world before whom they take their cases? I venture to submit that it is the combination of all three that makes for good order in London. In Part VIII of this Report the need for co-operation between the Police and the public was discussed. It was stated that unless the Force in Palestine secure the goodwill and the co-operation of the public they might be a Gendarmerie or an armed body of sorts but they will never be a Police Force. May we now discuss the need for co-operation between the public, the Police, and the Courts if there is to be any hope of success in the prevention and detection of crime.

166. *The maintenance of good order depends to a great extent on the prompt disposal of cases in the Magistrates' Courts.*—With all due deference may I venture to say that the good order of London depends far more on the way in which Stipendiary Magistrates get through their work than on His Majesty's Judges. Arrears in the Courts of Appeal and in the Civil Courts would no doubt have a bad effect on the country in the long run but they would not have the immediate effect on law and order which any delay in the disposal of cases by the London Stipendiaries would have. Supposing for example that the London Stipendiaries never took up a case on the day on which the parties first appeared before them but that their first order was invariably an order of postponement to a date of a fortnight hence; and in the event of an offender being produced in custody the first order made would be to remand the prisoner for fourteen days. It is hard to think of such a state of affairs being possible, but let us try and imagine it. What would be the effect on London? The public finding their time wasted would not come forward so readily in any future case to assist the Police by giving evidence. They would consider that the Police had let them down by requiring them to be present in Court to no purpose. The time of the Police would be wasted in attending Court on the postponed dates and there would be a wastage of man power with the result that there would be fewer Police on duty in the streets. The persons charged would have feelings of resentment against the Police for being put to the expense and trouble of appearing in Court again on the date or dates for which the case had been postponed. The good relations which exist between the Police and the public in London are very largely due to the fact that the witnesses and the offender in a case of disorder which has occurred during the night have the certainty of knowing that at 10 o'clock next morning the case will be disposed of. The witness knows that he or she will in all probability be back in the office or house by noon. The offender pays his fine and walks out of the Court without any feeling of resentment against the Police or the Magistrate.

The co-operation of the public in the detection of crime is essential. It is the duty of the Police to protect the members of the public who supply information which leads to the arrest of offenders. It is also the duty of the Police to see that the informants and witnesses are put to as little inconvenience as possible in attending Police stations and Courts of Law. In a country where protection is afforded and the trial of the offender is prompt the Police will get more assistance from the public in the detection and prevention of crime than in countries where such protection and prompt disposal of cases in Court cannot be guaranteed. The Courts can be of material assistance, in the prevention and detection of crime, by the prompt disposal of cases. The cost of the Police Force in Palestine is high (16.93 per cent. of the total estimated ordinary expenditure of the country). The cost of the Police per man is £187. It has been stated that better value will be obtained by the Government and by the public for the money spent if the Force is properly trained and supervised. A Training School will cost about £40,000 to build. In the preceding paragraphs it has been explained how it should be possible to train the Police to prevent crime, to collect and communicate intelligence, and to investigate and detect crime. I venture to say that all this money will be to a large extent wasted unless there are in the country sufficient Magistrates to ensure that cases brought before them are promptly disposed of. I trust that it will not be thought that I am going outside my terms of reference in referring to the work of the Courts. It is no part of a Police officer's duty to criticize the working of the Courts but the matter is one so closely allied to the organization of an efficient Police Force that I take the liberty of submitting certain facts which have come to my notice in the course of my inquiries as to the work of the Police, and of making suggestions as to how the efficiency of the Police in the prevention and detection of crime can be materially advanced by the co-operation of the Courts. May I say that I had the privilege of discussing the matter with the Chief Justice and it is with his approval that I am bringing the matter forward.

167. *The work of the Police as seen in the Courts.*—In the course of my visits to stations and posts I had the opportunity of meeting the Presidents of District Courts, Magistrates, and Junior Government Advocates and I was in some cases able to go into the Courts while cases were being disposed of. In Jerusalem I have had the opportunity of consulting the Chief Justice, the Judges, the Attorney-General, the Solicitor-General, and the Government Advocate. The Judges, Magistrates, and Law Officers see a side of the work of the Police in the Courts which their own officers sometimes do not see. Two pairs of eyes are better than one and I am very grateful to the Chief Justice, the Judges, the Attorney-General and the Magistrates for all the advice and information which they so courteously and readily placed at my disposal. As regards the work of the Police in the Courts the general report of the Judges and Magistrates was that:—

(a) The Palestinian police need training in the investigation and detection of crime and in the prosecution of offenders.

(b) In the Higher Courts it is not uncommon for a witness or prisoner to go back on a previous statement made to a Magistrate and state that he had been forcibly induced by the Police to make the previous statement, which was not the truth.

(c) With the exception of the officers in the Southern District a British Officer was on very rare occasions seen in the Courts. One Judge informed me that in the course of his ten years' experience he had only seen a British officer giving evidence in five cases, these were so far as he could remember cases in which evidence was given as to the holding of an identification parade.

As regards the point (a) it is hoped that with a good Training School and with the system of weekly instruction and the progressive training of all ranks proposed it will definitely be possible to train the Palestinian members of the Force to collect and communicate intelligence, to prevent crime, to investigate and detect crime, and prosecute a case with intelligence in a Court of Law. Definite recommendations have been submitted in Part IX, Knowledge of Languages, Part X, Training and Instruction of the Force, Part XI, Supervision, Part XV, Prevention of Crime, Part XVII, Collection and Communication of Intelligence, and Part XVIII, Investigation and Detection of Crime, which if approved and carried out with good direction and guidance will, it is trusted, prove of assistance to the Palestinian members of the Force.

As regards the point (c), as stated in paragraph 161, I do not blame the subordinate British officers. Many of them came out of the Gendarmerie and out of the Army and had no previous experience of police work. They did not go through any course of training when they joined the Police Force, and I see no sign of them having received any instruction or training relating to them being present in Court when cases of importance are under investigation or trial. It has been suggested in paragraph 163 (e) that a definite Order should now be issued by the Commandant as to the cases in which a superior officer should visit the scene of crime and become responsible for the investigation of the case and for the conduct of the case in the Courts. In paragraph 163 (f) it has been suggested that the present crime report should be amended showing the names of the Police officers who visit the scene of crime and the time at which they arrive on the scene. It will be the duty of the head of the C.I.D. to see that in every case in which it is laid down that a superior officer should visit the scene of crime the Order is complied with. In paragraph 109 it has been suggested that a system of weekly reports by officers should be started in which every officer will enter in what cases he visited the scene of crime. It has been suggested that in future all Officers should be appointed on probation. If approved they would serve their first year at the Training School, where they would learn the language, learn the law, and be instructed in the responsibilities of a Police officer in regard to the prevention and detection of crime and the prosecution of offenders. At the Training School they would be required to investigate imaginary cases and give evidence as they would have to in reality. In their second year they would work under an experienced officer in a Division where they would have the opportunity of investigating cases on the scene, attending Court, etc. In their third year they would be put out in charge of a Division. If they are found to be in every way satisfactory and efficient at the end of their third year, they will be confirmed in their appointment, not otherwise. The new system proposed should provide a trained officer who will realize that it is one of his principal duties to collect and communicate intelligence, prevent and detect crime, and personally investigate cases on the scene and be responsible for their prosecution in the Courts.

As regards the point (b) it has been stated in paragraph 160 of Part XVIII that until the Palestinian members of the Force are trained in British methods of investigating cases of crime, it is not fair to leave the investigation of crime to them. Side by side with the scheme of training which has been proposed, there must be some action taken to provide for the prompt disposal of cases in the Courts and there must be some better system of providing for the detention of prisoners. It is these two latter points that will be referred to in this Part XIX and in Part XX of this Report.

168. *The disposal of cases in the Magistrates' Courts.*—The Law requires that an injured person should seek his remedy in Court instead of taking the law into his own hands. If the person injured goes to Court and his complaint is not promptly investigated and not promptly disposed of, he suffers loss and injury by the loss of time and money involved in attending Court, and an inclination to take the law into his own hands on future occasions is thus fostered. A spirit of lawlessness and contempt for the law and its procedure are thus bred. Such a state is not in keeping with the preservation of law and order. As stated in paragraph 165 the quicker each case in a Magistrate's Court is disposed of the easier it is for the Police to get members of the public to come forward and give evidence, and the less resentment there is against the Police and against the person preferring the charge by the person charged. In paragraph 165 we have noted how cases are disposed of on the morning following the commission of the offence by Stipendiary Magistrates in London and we have noted the good effect which this has in the maintenance of good order in the Metropolitan Police area.

Let us see now what happens when a case of crime is reported in Palestine. May I be permitted to quote a few examples of cases which came to my notice when going round stations?

(a) *Case of breaking a man's skull with a stone, life in danger, at Jenin.*—On the 5th January, 1930, a case of wounding with a stone on the head was reported to the Police at Jenin, the injury was reported to be grievous. The two persons charged were arrested by the Police on the following day,

the 6th January. The Police investigation was completed on the 8th January. The two persons charged were produced before the Magistrate's Court on the 8th January. No evidence was recorded but the two persons charged were remanded in custody till the 23rd January. No evidence was recorded, but the two accused were remanded again till the 6th February, and again till the 21st February, on which date they were again remanded till the 5th March. Evidence was recorded for the first time by the Magistrate on the 5th March, exactly two months after the offence was committed, in spite of the fact that the two persons charged had been produced before the Magistrate on the 8th January and on three subsequent occasions. These two persons were kept on remand from the 8th January to the 5th March without a word of evidence being recorded against them. The case was a serious one, in that part of the injured man's skull was broken and his life was in danger. He was in hospital from the 5th January to the 3rd February. In the original report to Court it was stated that the injury endangered life.

On asking why this delay occurred I was told that the Doctor's final report had not been received and that no evidence of any kind would be recorded by the Examining Magistrate till all the evidence in the case was complete. It may often happen that the report of the Government Analyst or the final report of a doctor may not be available when the evidence of other witnesses is available, but there appears to be no reason why the evidence of eye-witnesses and all such evidence as is available should not be recorded by the Magistrate when accused persons are produced in custody. What has to be decided is whether there is a *prima facie* case against the persons charged to justify their detention on remand. The question of the degree of punishment to be awarded will no doubt in some cases depend on the Doctor's final report as to how far the injuries caused will permanently incapacitate a man, and the case cannot obviously be finally disposed of as long as the man's life is in danger. It appears to me, however, to be wrong that, because a doctor's final report has not been received, two persons should be kept on remand on a Magistrate's order for two months without any evidence at all being recorded by the Magistrate to see whether there is a *prima facie* case against the persons charged or not.

During the two months the prisoners in this case were kept on remand, without any evidence being recorded by the Magistrate, they were in the custody of the Police at the Police station, for the Police are responsible for the lock-up at the stations in which short sentence convicted prisoners, debtors, remand prisoners, and persons in the custody of the Police for under 48 hours are kept. This is a thoroughly bad system which will be referred to in detail in Part XX of this Report. The Examining Magistrate at Jenin holds Court in a room immediately above the cell in which these prisoners were being kept, so that for two months a Magistrate was sitting in a room over the cell in which he has ordered two prisoners to be confined, without having recorded a word of evidence to satisfy himself whether there was any *prima facie* case against them or not.

I was informed that the Magistrate sits in Court on six days in the week but that he only takes Police cases on 8 or 10 days in the month. For example, in February the Magistrate only took cases on the 4th, 6th, 10th, 11th, 13th and 25th, i.e., six days in February. There is a lot of crime at Jenin. In 1929 there were 598 cases of crime reported at the Jenin Police station, between one and two cases a day. In 1930 by the 13th February, when I visited Jenin, there had been 67 cases of crime reported to the station, between one and two a day. I noticed that at the end of December, 1929, there were more prisoners awaiting trial from the Jenin Police Division than from any other Division in Palestine, namely 163. At the end of January, 1930, the number was 153. By the end of February the number had risen to 202. The next highest numbers were Nablus 135, Ramleh 129, Safad 126. It will be noted, therefore, that Jenin is a particularly heavy Court and it seems clear that the work cannot possibly be kept up to date by a Magistrate only taking up Police cases on six to ten days in the month.

(b) *A case of serious wounding at Ramleh committed on 2nd December, 1929.*—Accused arrested on date of offence, 2nd December, 1929. Police

investigation completed on 3rd December. Date Magistrate began to record evidence, 7th January, 1930. I was informed that, at Ramleh, the Examining Magistrate took up Police cases once a week only. There were 129 prisoners awaiting trial in the Ramleh Police Division at the end of February, 1930, from which it will be seen that a lot of cases come from Ramleh.

(c) *A case of murder at Kufr Thult (Nablus District) committed on 14th December, 1929.*—A bad case of shooting and stabbing. Many knife wounds in the back and shot in right shoulder penetrating chest. Two accused arrested on 15th December, 1929. No evidence was recorded by the Magistrate till the 15th February, 1930, a period of two months.

NOTE.—It will be noted that these three cases had no connexion with the riots in August, 1929. The offences were committed in December, 1929, and January, 1930.

(d) *The worst case of all that came to my notice was a case arising out of the riots at Hebron.*—As mentioned in paragraph 56 of this Report in the disturbances of August, 1929, there were more Jews killed at Hebron than at any other places. At Hebron 65 Jews were killed and, but for the gallant conduct of the single British Policeman at Hebron (Mr. Cafferata), the death roll would have been much heavier. The worst of all the cases at Hebron was that of the murders committed in the house of a Jew named Slonim. In this house 22 people were killed and 12 wounded, as terrible a crime as one can imagine. When I visited Hebron on the 29th January, 1930, I found in the lock-up at the Hebron Police Station three prisoners who had been in custody on remand in connexion with this case since the 5th October, the 4th November, and 12th November, 1929, respectively. They were charged with having committed these murders in the house of Slonim on the 24th August. When I saw them on the 29th January, 1930, not a word of evidence had been recorded by any Magistrate in regard to the charges against them. On enquiry I was informed that evidence against these three persons was obtained on 13th September, 1929. These three persons charged were arrested on 5th October, 4th November, and 12th November respectively. They had been continually remanded subsequent to these dates without any evidence being recorded by a Magistrate. I understand that magisterial proceedings eventually started at Hebron on 30th January and that the offenders were committed for trial on 7th March, 1930. One can understand that, after so serious an outbreak as that of August, 1929, there might be delay in getting cases tried in the higher Courts, but it is almost incredible, under a British administration, that 22 persons should have been killed and 12 wounded in one house on 24th August, 1929, and although there had been three persons in custody since October and November no word of evidence should have been recorded by any Magistrate till the 30th January, 1930. One prisoner had then been in custody on remand for three months and 25 days, and two others for over 2½ months without any evidence being recorded.

In another case at Hebron in the house of Groszinsky three persons were killed and one wounded. Five persons were charged. When I enquired how this case stood I was informed "This case will be investigated by the British Magistrate immediately after Slonim's case." Slonim's case is the one above quoted. In the Groszinsky case the murders were committed on the 24th August, 1929. Five persons were, I am informed, arrested on 25th August. They were remanded continuously from 27th August to the lock-up in the Police station at Hebron till the 24th December, 1929, when they were released on bail. Evidence was recorded for the first time by a Magistrate on the 14th February, 1930.

One of the difficulties in getting a Magistrate to record evidence in these cases was, I understand, due to the fact that an order had been made that in all cases arising out of the riots, proceedings should be taken only by a British Magistrate. This was a very wise order in view of the fact that the parties concerned were Arabs and Jews, but if there are not enough British Magistrates in the country for evidence being recorded quicker than this, then I submit that some action must be taken in the matter. If the state of the feeling between Jew and Arab is so acute that two battalions of British Infantry and 650 British police are required in the country, it seems necessary that there should be a number of British Magistrates to deal with cases

arising between Jew and Arab, and generally to bring some of the summary atmosphere of the London Stipendiary Magistrates' Courts to Palestine.

169. *The effect of these delays in the Magistrates' Courts.*—Let us now consider the effect of these delays in the Magistrates' Courts. First of all let us try and visualize the position of the prisoners in custody, the Police, and the witnesses. Let us take the Slonim case at Hebron, for example. I understand that the Police had great difficulty in collecting any evidence at all in these cases at Hebron, and one can understand their difficulty in view of what one has read and heard of the massacre at Hebron. The Jews have not gone back to Hebron and it must have been extremely difficult to get any one to come forward and give evidence. Hebron is a strong Moslem centre, almost fanatical. It will be remembered that the Arab police put up no sort of a show on the 24th August, and but for Mr. Cafferata the massacre would have been worse. Mr. Cafferata had only just taken over temporary charge of the District shortly before the riots. He did not know the people and had difficulty in identifying the offenders. Finally, after a lot of hard work, the Police got evidence on the 13th September and made one arrest on the 5th October and two in November. The prisoners are remanded to the lock-up at Hebron, which is in the Police station. No evidence is recorded till the 30th January, 1930. The Police at Hebron are not housed in barracks but live in the town amongst the people. The Police come for duty and see the prisoners in the lock-up daily. After their tour of duty is over they go back into the town and live amongst the relations of the prisoners in custody at the Police station. The Arab constable, who has not been through a Training School, is not housed in barracks, and is getting very little supervision, sees the prisoners daily and may see the prisoners' relatives daily. This goes on for over three months. One can imagine the pressure which is being brought to bear on the unfortunate constable by the prisoners and by their relatives during these three months. What is going to happen when evidence is at last recorded by a Magistrate on 30th January, 1930? The answer is supplied in the following letter from the Attorney-General:—

"3rd March, 1930.

"Commandant of Police.

Subject:

Conduct of the Hebron Police during the Riots.

"I have received from the Committing Magistrate at Hebron the file of the proceedings against the persons charged with the murders in the Slonim House on the 24th August, 1929.

"It is remarkable that only two Police witnesses could give any direct evidence for the Prosecution in that case, in which twenty-three persons were murdered in a period between 15-30 minutes. One of the two is Sergeant Izzat Rassas, who gave a statement incriminating Abdul Moneim Jaber. The other is P.C. Hassan Mohamed Mansour, who gave evidence about the same accused but stated that he saw him marching with the crowd towards Jerusalem along the road, that is, away from the house. The Magistrate comments on this evidence that *it was not in accordance with the original statement made by the constable and that he is of opinion that the constable was committing perjury.*

"A number of Policemen were called as witnesses for the defence by the accused Naser Eddin.

"(1) *P.C. Yusef El Moghraby* stated that he was present during the attack on the Slonim house and saw the accused with the crowd between 5 and 10 minutes. He states also that he was there during the whole period of the attack, which lasted half an hour, till the crowd came out but that he did not recognize any person attacking the western door, or the eastern door, or any person who tried to take his whistle, or any person who left the house, or any person who was breaking the law.

"(2) *P.C. Abdullah Jaber* gave evidence that he was near the Slonim house when the crowd was attacking and that he came with the accused Naser Eddin and forced them down the stairs but did not recognize any of the offenders.

"(3) *Sergeant Issa Bishara* gave evidence that on the morning of the attack he saw the accused Naser Eddin, who told him that the rioters had attacked the Slonim house and asked him to send Police there. He replied that he was alone and without force, and apparently did nothing.

"(4) *Corporal Yusef Sarraj* stated that he was at the Police Barracks in the morning, that the accused Naser Eddin came in a frightened state to tell him that the mob had surrounded the Slonim house. Apparently he too did nothing.

"It is submitted that some action should be taken with regard to these Police officers except Sergeant Rassas. It must gravely impair the confidence in the Force if no notice is taken

of the conduct of Policemen who were supine during the riots, and have no recollection of any wrongdoers after the riots.

(Sgd.) N. BENTWICH,
Attorney-General."

The Attorney-General was no doubt quite justified in writing this letter, and every individual case in which a Police officer has neglected his duty must be dealt with, but I would point out that the remedy does not lie in dealing only with constables, who have, in my opinion, been placed in an impossible position, but also in removing the causes of the trouble which is being experienced.

Before we consider possible remedies may we consider one or two other aspects of the result of this present system. In Part XVIII of this Report I have stated how important it is that the Palestinian police should be trained in British methods of investigating crime. I have stated that, if they are not trained in the British methods and are not supervised in the work of investigating crime, one must not be surprised if Judges state that in the higher Courts it is not an uncommon thing for witnesses or prisoners to go back on previous statements made to Magistrates and to say they had been forcibly induced by the Police to make the previous statement which was not the truth. Can one imagine any system more favourable to the adoption of the Turkish methods than what has been above described? Under the present system the Police can arrest a man and get a remand, knowing quite well that no evidence will be required or recorded before a remand is granted. The Examining Magistrate remands the prisoner automatically on the prisoner being produced in custody. The prisoner is then taken back to a lock-up in the Police station. There he may be kept for one or two months as the case may be (further remands being obtained in the meantime) without any evidence being recorded by the Magistrate. In accordance with the Law in Palestine, a statement by an accused person to a Police officer can be put in evidence. As stated in paragraph 122 of this Report, the Royal Commission on Police Powers and Procedure, 1929, (Cmd. 3297 paragraph 22), stated :—

"We are not unmindful of the many temptations to which a constable is necessarily exposed by the position in which he is placed, and we think that those responsible for the administration of the Police should do all in their power to minimize those temptations."

I cannot imagine any better way of putting temptation in the way of an untrained constable, who receives very little supervision, than the present system of detention of remand prisoners in Police cases in a Police lock-up for weeks together, and the omission by the Magistrate to record evidence until weeks after the crime was committed and the prisoner was first produced in custody.

Another aspect of the present system which may be considered is the position of the witness who has volunteered to come forward and give evidence and has to attend Court, only to find that the case has been postponed. Week after week passes and no evidence is recorded. Is a witness likely to volunteer to help the Police again?

Another aspect of the present system to be considered is the position of the injured party who has been told not to take the law into his own hands but to go to the Police and seek his remedy in the Courts. What faith has he in the Police or in the Courts when he sees weeks go by without any evidence being recorded? On the next occasion will not the inclination be for him to take the law into his own hands?

May we also consider the unfortunate accused person? He is kept in custody with convicted prisoners serving short sentences, and with debtors, without a word of evidence having been recorded by a Magistrate. He may be entirely innocent. Some of the lock-ups I have seen have been terribly overcrowded. If this happened to a British subject in another country there would be representations to a Consul and a question might be asked in the House of Commons.

170. *Remedies suggested.*—What are the remedies? I suggest the answer is :—

(a) *As regards the Palestinian Police.*—Train them, supervise them, house them. Do not let any man serve in his native place until he has completed at least ten years' service. Encourage an intelligent and good class of man to join the Force by granting language allowances. Relieve the Force of the

extraneous duties which they are now carrying out. Insist on the British officers supervising their men and insist on the British officers investigating serious cases of crime and personally appearing in Court.

(b) *As regards the Courts.*—Provide sufficient Magistrates to ensure that no prisoner shall be remanded in custody without the Magistrate satisfying himself that there is a prima facie case against him. Entirely prohibit the practice of granting a remand without recording evidence. The Police to be required, when they produce a prisoner in custody, also to produce before the Magistrate the evidence on which they have made the arrest.

(c) *As regards the prisoners.*—Provide sufficient jail and remand accommodation for all convicted and remand prisoners and debtors being detained in jail entirely separate from any Police premises. The only prisoner who should be found in a Police cell or lock-up in Police premises is a person who has been arrested by the Police and who would be produced before the Magistrate within 48 hours. (The Palestine Law allows 48 hours.) When he has been produced before the Magistrate, if his case is not finally disposed of on the day on which he is produced, the prisoner should either be allowed on bail or, if necessary, remanded to jail. He should not be remanded to Police custody.

The point at (a) has been dealt with in previous Parts of this Report. The point at (c) will be referred to in detail in the next Part of this Report (Part XX). We may now proceed to consider the best way of providing for (b).

171. *Additional Magistrates required.*—In paragraph 168 I quoted cases which had been dealt with in the Magistrates' Courts at Jenin, Ramleh, and Nablus in which accused persons had been remanded in custody by a Magistrate without any evidence being recorded. I was given to understand that the cases quoted were by no means outstanding cases and that the practice of

(a) granting a remand without the record of evidence, and

(b) an Examining Magistrate not recording any evidence till the whole case was completed

was general throughout the country. The main reason for this practice is that there are not enough Magistrates to ensure that evidence will immediately be recorded when an accused person is produced before them in custody. I understand that the present Magistrates are over-burdened with civil work so that, as noted in the case of the examining Magistrates at Jenin and Ramleh, they can only give one or two days a week to Police cases. What happens then is that cases which have been pending for some time have already been fixed for inquiry on those dates and when a new case of crime is recorded it automatically goes down the roll and remands are granted till a date on which the Magistrate may be sufficiently clear of previous cases to start recording evidence. The person in the custody of the Police must be produced before the Magistrate within 48 hours of his arrest. The Magistrate may remand the prisoner for 14 days. After 14 days the prisoner is again produced before the Magistrate and further remands for periods of 14 days at a time are given without any limit to the length of time which an accused person may be kept in custody without evidence being recorded. It would appear that though the work in the Magistrates' Courts has increased considerably in recent years there has been no corresponding increase in the number of Magistrates as the following figures indicate :—

Year.	Senior Magistrates.	Other Magistrates.	Total Criminal Cases.	Civil Cases.
1923	3	18	17,000	28,000
1929	4	18	24,000	60,000

NOTE.—In 1930, four senior and nineteen other Magistrates have been provided for.

It will be some time before sufficient jail accommodation can be provided to house all convicted prisoners, short sentence prisoners on remand, and debtors. We must look forward, therefore, to prisoners on remand being kept in lockups at Police stations for some years. Such being the case, I submit that the best way of preventing a system of remands being granted without the record of evidence is to amend the Law to require that "any person being brought before a Magistrate

168

in custody without process, accused of having committed an offence which such Court has jurisdiction either to inquire into or try, the Magistrate shall forthwith examine on oath the person who has brought the accused before the Court and any other persons who may be present in Court able to speak to the facts of the case."

If the Law is amended on these lines orders could be issued to the Police that it is the duty of the Police to produce before the Magistrate not only the person accused of the crime but the complainant and all the witnesses for the prosecution who have up to that time been traced. That is to say, when the Police produce the accused in custody before a Magistrate, they will also produce the evidence on which they made the arrest and framed the charge. The Magistrate will then be able either to dispose of the case at once or, if the Police enquiry has not been completed, satisfy himself that there is a prima facie case before granting a remand. I beg to suggest that, if approved, a copy of the orders issued to the Police might be issued by the Chief Justice to each Magistrate with the direction that the Magistrate should proceed at once with every case in which the accused person is brought before him, and he should record the evidence of every person present in Court able to speak to the facts of the case. The Magistrate should insist on the Police producing the evidence on which they made the arrest when they produce the accused person in custody. If the case cannot be finally disposed of on that day the Magistrate should satisfy himself that there is a prima facie case against the accused person before granting a remand.

This procedure, if approved, will necessitate each Magistrate giving some part of every day to disposing of or recording evidence in new cases reported. The system in the London Stipendiary Magistrates' Courts is that the Magistrate takes charge sheet cases, *i.e.*, new cases, first, and when he has disposed of the new cases he proceeds to take up, generally in the afternoon, the cases which have been postponed for some reason. Under this system no fresh case is completely passed over and put down the roll as is done at the present time in Palestine. Everybody I have consulted tells me that this is exactly what is needed in Palestine and I feel quite sure that, from the point of view of efficient Police work, encouraging witnesses to come forward and give evidence, preventing abuse of the system whereby a prisoner is at the present time, and will be for some time to come, remanded to a lock-up at a Police station, and encouraging a feeling of respect for the law, something of this kind is essential. Everyone is agreed that no improvement in the present system is possible until additional Magistrates are provided.

As the result of my enquiries I submit the following statements of the number of Palestinian Magistrates in each District at the present time, and the number of Palestinian Magistrates that appear to be required:—

NOTE.—In paragraph 172 reference is being made to the need of three British Stipendiary and Inspecting Magistrates who will be stationed at Jerusalem, Jaffa, and Haifa. They will in the ordinary course take up cases in the three main urban centres, and will be available for inspecting other Magistrates' Courts and giving advice to Magistrates in each of these three Districts. In submitting the statement of the additional Palestinian Magistrates required, I am calculating on the assistance of three British Stipendiaries. If provided, the half-time Municipal Magistrate, now sitting in turn at Jerusalem and Jaffa, will not be necessary.

PALESTINIAN MAGISTRATES.

Jerusalem District.

Place.	No. of Magistrates at present.	No. of Magistrates required.
Jerusalem	3, plus half-time Municipal Magistrate sitting three days at Jerusalem and two days at Jaffa = $3\frac{1}{2}$	3
Ramallah	1	1
Hebron	$\frac{1}{2}$ (Half time shared with Beersheba)	1 (whole time)
Bethlehem	—	1 (to visit Jericho twice a week)
Relieving Magistrate ..	—	1
Total	5	7

169

Southern District.

Place.	No. of Magistrates at present.	No. of Magistrates Required.
Jaffa	1, plus half-time Municipal Magistrate sitting two days at Jaffa and three days at Jerusalem and plus half-time Magistrate sitting at Jaffa and Majdal = Total 2	2
Tel Aviv	2	2
Ramleh	1	1
Majdal	$\frac{1}{2}$ (half time shared with Jaffa)	1 (Location depends on crime in District)
Gaza	1	1
Beersheba	$\frac{1}{2}$ (half time shared with Hebron)	1 (Location depends on crime in District)
Relieving Magistrate ..	—	1
Total	7	9

Northern District.

Haifa	2	2
Acre	1	1
Safad and Metullah, Tiberias } ..	1	1
Nazareth and Beisan } ..	1 and divide	1
Jenin	1 the work	1
(Note: Magistrate at Nazareth and Beisan may be able to help the Magistrate at Jenin or vice versa)		
Nablus	2	2 (A very heavy Court)
Tulkarem	1	1
Relieving Magistrate ..	—	1
Total	9	10
Relieving Magistrates ..	Two for all Palestine	(Included under each District above)
Total all Districts ..	23	26

It will be noted that a Relieving Magistrate for each District has been included. This, I submit, is essential as, unless in each District there is a Magistrate available to relieve other Magistrates going on leave, sick, etc., the work of the Courts will get into arrears. When I was in the Northern District I was informed that, when the Magistrate at Nazareth was away on leave for one month, the Magistrate at Jenin came to Nazareth for two days. When not acting for another Magistrate the Relieving Magistrate may help in any Court where there is pressure of work as a result of prevalence of crime.

The scheme suggested would involve the appointment of three additional Magistrates. It is not suggested that the proposed location of the Magistrates may not be improved upon, or amended from time to time as the crime in each District varies. The scheme put forward is intended to give an idea of the total number of Magistrates that are needed in each District. As the crime varies the location of the Magistrates may have to be changed. In the next paragraph the question of the appointment of three British Stipendiary and Inspecting Magistrates (one for Jerusalem, one for the Southern District, and one for the Northern District) is being raised. If it is possible for three British Stipendiary and Inspecting Magistrates to be appointed, it would not be necessary to maintain the post of Municipal Magistrate now sitting for three days at Jerusalem and two days at Jaffa in the week. The present Municipal Magistrate could then be

absorbed into the general magisterial system, in which case the number of additional Palestinian Magistrates required would be two.

I am informed that if these additional Magistrates are provided, it would be possible for some part of each day to be set apart by each Magistrate for the hearing of Police cases, and the Magistrate would be able to record evidence in every case in which an accused person was produced before him in custody. I also understand that with these additional appointments it would be possible for the Magistrate to proceed to the scene of every case of murder as suggested in paragraph 163 (p) of this Report.

In Part XVIII of this Report reference has been made to the necessity of more being done by British officers in visiting the scene of serious crime and attending Court in such cases. In paragraph 163 (e) it has been suggested that an order should be issued by the Commandant as to the cases in which a superior officer should visit the scene of crime and attend Court in connexion with the case. Supposing the British officer visits the scene of serious crime on Monday and takes charge of the investigation. Evidence is available and the offender is arrested. On Tuesday or Wednesday the accused person is produced in Court and the British officer in accordance with orders attends the Court. If the case is immediately taken up the British officer will be present while the evidence is being recorded and he will watch the proceedings. He will bring to the notice of the Magistrate any point of importance in the case. Under the present system if the British officer attends Court when the offender is produced in custody he would attend Court to no purpose as the accused would be remanded. After two or three such remands had been granted without evidence being recorded, the officer would lose all interest in and touch with the case, and on the day that the case was eventually taken up the officer might be away on inspection. If the British officer knows for certain that, whenever he goes to the scene of crime, the evidence in the case will be recorded by the Magistrate immediately the evidence is available, it will encourage British officers to attend Court and conduct the case while the facts are still fresh in their minds.

172. *British Stipendiary and Inspecting Magistrates needed.*—In the course of my enquiries five other points struck me as needing attention:—

(a) *At the present time very little supervision is exercised by the Magistrates over the work of the Police.*—The Magistrate sees a side of the work of every Police officer who appears before him which his own officers may not see. If Magistrates maintain strict supervision over the work of the Police it is of direct advantage to the Force as a whole and to the members of the public. In other parts of this Report reference has been made to the very wide powers which have been granted to the Police and the need for strict supervision to prevent abuse of these powers. It has also been stated that it is the duty of responsible authorities to minimize the temptations to which a subordinate officer is necessarily exposed. A strict Magistrate can do a great deal to prevent abuse of power by the Police. The impression conveyed on me is that, at the present time, far from supervising and checking the Police, the Magistrate, in the majority of cases, does exactly what the Police ask him to do. If the Police ask for a remand, a remand is granted without any attempt to check the application and see whether there is a *prima facie* case against the person in custody. As mentioned in paragraph 171 the habit is one which suits the Court in that, under the present system, the Magistrate has no time to record evidence in any new case that is brought before him. The bad effect of this system on the subordinate Police can be imagined, particularly as the prisoner is remanded into Police custody.

Reference was made in paragraph 168 to the habit by which an Examining Magistrate under the present system does not start to record evidence in any case until all the evidence in the case is complete. I understand that some of the Magistrates, who were officials under the Turks, do not understand the importance of a Magistrate recording evidence at once. The present procedure, which is in accordance with the Trial Upon Information Ordinance, is modelled on English practice. I am informed that some of the Magistrates do not really understand the procedure and think it waste of time to record statements which have already been recorded by the Police. The idea of the Magistrate

acting as a check on the Police is not realized or appreciated. In Part XVIII of this Report it has been explained that less than one-third of the Police Force has been through a Police Training School, that the British methods of investigating crime are not known to the majority of the Force and it is most important in the public interests, as well as in the interests of the Force, that there should be some check on the work of the Police in cases in which they have made an arrest.

An inspecting officer visiting a District should always call on the Magistrate and ask him how he finds the Police conducting their cases in Court, and ask his opinion of the local Police as investigating officers. If there is a real check on the work of the Police the Magistrate will be able to give valuable information and advice as to the work of the Police in the prevention and detection of crime.

(b) *Some Magistrates appear to be under the impression that if the Police ask for a case to be committed for trial, they have no option in the matter: even if they are not satisfied with the evidence.*—I am informed that some Magistrates appear to be under the impression that, apart from whether the Magistrate is satisfied with the *bona fides* of the case and that there is sufficient evidence to justify committal, if the Police ask for a case to be committed for trial the Magistrate has no option in this matter even if he is not satisfied with the evidence. Here again, far from checking the Police, the Magistrate is just doing exactly what the Police ask him to do. It is bad for the Police and bad for the public. If the Magistrate is not satisfied with the evidence he should decline to commit the case and discharge the accused. If this was done it would have good effect in bringing to the notice of the Police that their investigations must be thorough and that they must not arrest or detain members of the public unless a *prima facie* case against them exists.

(c) *On these and other points the Magistrates appear to need instruction which they do not under the present system receive.*—Of the 19 Junior Magistrates four started as clerks and three as interpreters. Some I understand were Magistrates under Turkish rule and continued to act as such under the Military Administration. Generally speaking, I think it may fairly be stated that the Magistrates need some instruction and supervision, and that, if some system of instruction could be provided, it would have good effect on the Magistrates themselves, on the public and on the Police. I understand that some time ago a second Relieving President of a District Court was appointed with the idea that he would not only act as Relieving President but that, when not acting as a President of the District Court, he would be able to go round the Magistrates' Courts and instruct the Magistrates. I understand that though the appointment was approved the officer appointed has not been able to act in the capacity of an inspector of Magistrates' Courts. He has always been required to act as a President of the District Court.

(d) *The Magistrates are not English barristers or solicitors, and they have, as a general rule, obtained their legal qualifications locally.*—I understand that the Palestinian Magistrates have never been to England and they have never seen how the British Stipendiary Magistrate sets about his work and disposes of fresh charge-sheet cases each day. The local Magistrates therefore have had no example before them of the way in which a magistrate sitting in a Criminal Court should set about his work.

(e) *In the Hebron cases referred to in paragraph 168 (a) it was mentioned that difficulty had been experienced in getting evidence recorded in these cases owing to the order that a British Magistrate should deal with all cases arising out of the riots.*—In view of the acute feelings existing between Jews and Arabs in Palestine it is most important that cases between Jews and Arabs should be inquired into and dealt with by a Magistrate or Judge who has no connexion with either party. Difficulty is experienced by the Police at the present time in getting a British Magistrate to take up these cases. District Commissioners and British Area Officers have the power to act as Magistrates, but they are busy men, they have got their day planned and they have made arrangements to go out to some village on inspection, etc. There is a natural inclination on the part of the officer to carry on with the work he has fixed and a somewhat

natural disinclination to give up time to sitting as a Magistrate. Further, sooner or later, the objection is bound to be raised that it is not desirable for an Executive Officer to sit as a Magistrate. When any disturbances do arise the District Officers are bound to be busy in that they are responsible to Government for the good order of their District. As mentioned in paragraph 37 of this Report, the District Officer has a definite responsibility in the scheme of maintenance of public safety. As shown in the Hebron cases referred to in paragraph 168 the present system of obtaining the services of a British officer to act as a Magistrate when required broke down, and I submit that steps should be taken to prevent anything of the kind being possible in the future.

Reference has been made in paragraph 59 of this Report to the fact that the Police in Palestine have to deal with a volume of cases which would not fall to the lot of the Police in many other countries, namely in dealing with communists. As quoted in paragraph 59 it is laid down in Parliamentary Papers that there must be strict supervision over political undesirables. All cases in which communists are concerned should be dealt with by a British Magistrate.

The District Commissioners whom I have consulted, and the Judges and the Presidents of the District Courts all agree that action is needed :—

(a) for an example to be set to Palestinian Magistrates as to how a Magistrate can promptly dispose of cases under the Criminal Law ;

(b) to provide supervision over the work of the Police in the Magistrates' Courts ;

(c) to ensure that there will be a certain number of British Magistrates always available to deal with cases in which Arabs and Jews are concerned on either side, and to deal with cases of communists, etc. ;

(d) to train and advise the Palestinian Magistrates in their powers and responsibilities under the Criminal Law.

It is generally agreed that the best way to secure this would be to provide for the appointment of three Stipendiary British Magistrates, who would sit as Stipendiary Magistrates in the three main urban centres, namely Jerusalem, Jaffa, and Haifa, and so set an example to other Magistrates and supervise the work of the Police. In the event of any disturbances arising there would be a British Magistrate available in each District to do nothing else but deal with cases arising out of the disturbances. This should make impossible the recurrence of delays in the investigation of such cases, as noted in the Hebron cases referred to in paragraph 168. They would also be available, as needed, to go round and inspect the other Magistrates' Courts in each of these three Districts and advise and train Magistrates who needed advice and training. It might not be necessary to have three British Stipendiary Magistrates for all time, but I submit that, in exactly the same way that the Palestine police for the time being need the example of, and training by British police, so that they may eventually, it is hoped, be fit to stand on their own feet and maintain order in an impartial manner without regard to the nationality or religion of an offender against the Law, so the local Magistrates will be greatly assisted if they can, for the time being, have the example, support and advice of three British Stipendiary Magistrates, so that in due course the Palestinian Magistrates will be able to carry on and administer justice promptly in the best traditions of the British Courts. The Palestinian District Officers under the present system have the benefit of advice from, and inspection by British Area Officers and British District Commissioners, and in this way the Palestinian District Officer is gradually being trained to stand on his own feet. It would be unreasonable to expect him to do so without such training and advice. In the present state of acute feeling it seems hardly fair to throw the whole burden of magisterial duties on the Palestinian Magistrates. Yet there is not a single British whole-time Magistrate in Palestine. As stated before, if the condition of the country is such that it needs two battalions of British Infantry and 650 British police, it is not, I submit, unreasonable to think that a small number of British Stipendiary Magistrates is needed.

173. *British Stipendiary and Inspecting Magistrates to have a knowledge of Arabic and of the people.*—All the District Commissioners and the Police officers whom I have consulted, are of opinion that, unless the British Stipendiary Magistrates have a good knowledge of the Arabic language and some knowledge of the people of the country, they will not be able efficiently to carry out the duties

for which they are being specially appointed. It is stated that, unless they have a good knowledge of Arabic, the Stipendiaries would be very much in the hands of the Interpreters and the proceedings in the Magistrates' Courts would be slow. As one of the main objects of their appointment is to set an example of the manner in which cases of crime can be promptly inquired into and dealt with, I submit that any unnecessary delay in the Stipendiary's Court is particularly to be avoided. It is also stated that, unless the Stipendiary and Inspecting Magistrates have a good knowledge of the Arabic language as written, they will not be able to inspect the Courts presided over by Palestinian Magistrates, as the records in these Courts are kept in Arabic.

The Chief Justice is of opinion that the Stipendiary Magistrates must be lawyers.

The point now to be considered is : will it be possible to find three British officers who are lawyers and have a good knowledge of the Arabic language and a sound knowledge of the people of the country ? I gather that it may be possible to find in Palestine, amongst the British officers who are now in the country, officers who have a good knowledge of Arabic and of the people and have some considerable knowledge of the local law and how to apply it, from the fact that they have served as District Area Officers, etc., for some considerable time, and in these posts they have from time to time taken legal proceedings. I understand that one officer in particular (Mr. Miller) has an outstanding good knowledge of the local languages and of the people, is studying to become a barrister, and is, I understand, going up for his Bar Final examination next year. Mr. Miller is an Area Officer who has served in Palestine for 13 years. He has passed the advanced examination in Arabic and the preliminary examination in Hebrew. Mr. Miller is, however, not at the present time a lawyer. I gather that, with the exception of Major Campbell, the District Commissioner of the Southern District, there are no British officers at present in Palestine in the District Administration who meet the conditions of being a lawyer as well as having a good knowledge of Arabic and of the people.

In the Sudan and Iraq it may be possible to find British officers who are lawyers and have a good knowledge of Arabic, but there is the possibility to be considered that these countries might not like to spare their best men and it might be difficult for the Palestine Government to offer better pay to a good man than he is now getting in the Sudan and Iraq. I understand that the pay and conditions of leave and passages, etc., in the Sudan are particularly good. Palestine to-day does not want any but the best men. As the whole object of this scheme is to get three really good men for some years to set an example to and train the Palestinian Magistrates, anything but the best would be of little value.

Another possible alternative is to select and appoint three lawyers in England and arrange for them to attend a special course of study at the School of Oriental Languages before they leave England for Palestine. The disadvantages of this suggestion are :—

(a) It might take some considerable time for a man who has never heard Arabic spoken to learn the language sufficiently well for him to have a good knowledge of colloquial Arabic and of Arabic as written, to enable him to act as a Stipendiary as well as an Inspecting Magistrate of Courts where the records are kept in Arabic. While attending the School of Oriental Languages the officer would have to be paid by the Palestine Government, the cost of training might be considerable and the services of the officer would not be available for some considerable time in Palestine.

(b) Though the officer selected may learn the language in London he would not have a knowledge of the people.

(c) Having learnt Arabic at considerable expense to Government to fit him for this special appointment in Palestine, the officer may be appointed to a vacancy in the District Court or to a legal appointment in some other Colony, whereupon the trouble of finding another man to go through the course of instruction at the School of Oriental Languages will start afresh, and, while such officer is being found and trained, Palestine will be short of a Stipendiary Magistrate for some considerable time.

I trust that it will not be thought impertinent of me to raise a question which is, of course, entirely outside my province. The only reason why I raise the point

is that I feel so strongly how necessary it is that there should be effective supervision over the work of the Police in the Courts. The question as to whether British Stipendiary and Inspecting Magistrates should be appointed and, if so, how they should be selected, is, of course, a matter entirely for higher authority. I merely venture to place on record what appear, from my enquiries, to be the qualifications necessary for an officer efficiently to carry out the duties of a Stipendiary and Inspecting Magistrate. May I be permitted to say that, if difficulty is experienced in finding three officers who are lawyers and at the same time have a good knowledge of Arabic and of the people, it may be wise to select three officers who, though not lawyers, have a sufficient knowledge of the local law to perform the duties of a Magistrate and have a good knowledge of Arabic as spoken and written, with a good knowledge of the people. From enquiries I have made I gather that it is likely to be more difficult for a lawyer, who has no knowledge of Arabic and of the people, to learn Arabic and to get a knowledge of the people than for an officer, who has had some considerable experience of local conditions and has a good knowledge of Arabic as spoken and written, to so add to the knowledge of the local laws which he has already acquired that he will prove to be an efficient Magistrate. If such an officer makes a mistake in Law there is, I understand, an appeal to a higher Court. If the Magistrate has not got a good knowledge of Arabic and has no knowledge of local conditions there will be no other authority to come and assist him to dispense with an interpreter, promptly to deal with cases brought before him and efficiently to check the work of the Police in the Magistrates' Courts. In view of the fact that none of the Palestinian Magistrates have qualified as barristers or as solicitors in England, that four of them obtained their first appointment in Government service as clerks and three as interpreters, while some were Magistrates under the Turks, and that all obtained their legal knowledge locally (I make these remarks not by way of depreciating their good services but merely to indicate the source of appointment), I venture to think that it might not be as difficult in Palestine to appoint British Stipendiary and Inspecting Magistrates who had not been called to the English Bar as in a country where all the Magistrates had been called to the Bar in England.

As stated above the great consideration is to get the best possible men of their kind for this important work. Anything second rate will not have effect. May I be permitted to say that, if the proposal is approved and the question of salary is being considered, if a rate of salary be granted, which would have the effect of attracting and keeping good men in these posts, it would be of great advantage to the country. If every year there are changes amongst the Stipendiary and Inspecting Magistrates they will not get to know the people living in their judicial areas as they should. If they can be encouraged to hold the appointment for some years they should do work of value to the country.

174. *Advice to Magistrates.*—In paragraph 171 I have made a recommendation that the Law should be amended to provide for the evidence of all the witnesses, who are available at the time, being recorded by a Magistrate when the accused person is produced in custody before him. As noted in paragraph 171, if the suggestion is approved it would not be advisable to amend the Law until additional magistrates are appointed to make compliance with the law possible. I have suggested that, if the law is amended, an order should be issued to the Police as to the procedure to be adopted by them in the matter, and that a copy of the orders issued to the Police might be issued by the Chief Justice to the Magistrates, with a direction that the Magistrate should proceed at once to record evidence in every case, and, if the case cannot be finally disposed of on the first day, the Magistrate should satisfy himself that there is a *prima facie* case against the accused person before he grants a remand.

I make the suggestion because it has been mentioned to me by many authorities that they do not blame the Magistrates for delays in the Magistrates' Courts, because, as has been pointed out, there are not enough Magistrates to deal with the work and some of the Magistrates do not understand the English practice on which the "Trial Upon Information Ordinance" is based. As mentioned in paragraph 172 I was informed that in many cases the Magistrates do not realize the possibilities of supervising the work of the Police in the Courts, and their responsibility as Magistrates to exercise such supervision. That in the matter of granting

remands and committing cases for trial some Magistrates regard their position as one to give effect to the wishes of the Police. The Attorney-General and a Junior Government Advocate whom I spoke to were of opinion that Magistrates needed some advice as to their powers and responsibilities in such matters. It was suggested that the Chief Justice might be asked to issue a circular to Magistrates from time to time, as it was found there was some point on which the Magistrates were not quite clear.

I can quite understand that it is not in the ordinary course desirable to issue instructions to Magistrates, who should rightly be given the law and left to enforce it, but, in view of the fact that the training which the present Magistrates have received varies considerably (as referred to in paragraph 173), may I be permitted to say that, as a result of my enquiries, I think that if a circular can be issued by the Chief Justice as to the manner in which a Magistrate can check the work of the Police in the Courts, it would be of assistance to the Magistrates and would have a decided effect on the work of the Police. If it is found that the Magistrate will not remand a person produced in custody unless there is a *prima facie* case against him, and if it is found that Magistrates will not commit a case for trial but will discharge the accused unless there is, in the opinion of the Magistrate, sufficient and reliable evidence to justify a committal for trial, the Police will very quickly become aware of the fact that a high standard is being required by the Courts, and it should have immediate effect in stimulating improved methods of investigation. My own humble opinion in the matter is that, if the Law was amended as mentioned at the head of this paragraph, unless some explanation was given to the Magistrates as to the reason for the amendment of the Law, Magistrates would merely regard it as intended to harass the unfortunate Magistrate, who is already overworked. If he is told the reason for the amendment and given advice as to how to apply the Law in practice, and if he sees that additional Magistrates have been appointed to make it possible for the Law to be carried out, he will, I am sure, readily co-operate in a scheme which is intended not only to check the work of the Police, but to be of benefit to the people of the country.

If advice of this kind can be given to Magistrates from time to time by means of a circular issued by the Chief Justice, it would be of assistance to the Inspecting Magistrates who could, as they go round the Magistrates' Courts and find points that need attention, point out that they are not merely pressing their own views on the Magistrate, but are inviting attention to a practice which has been recommended by the Chief Justice.

175. *Warning to Police that persons in Police custody must not be assaulted.*—In paragraph 167 I mentioned that the general report of the Judges was that it was not uncommon in the higher Courts for a witness or a prisoner to go back on a previous statement made to a Magistrate and state that he had been forcibly induced by the Police to make the previous statement which was not the truth. In paragraph 159 of this Report I stated that it was not reasonable to find fault with the Palestinian police for adopting other than British methods of investigating cases of crime until they had been trained in British methods and until they received the supervision which was essential in Police work.

In paragraph 163 I have suggested methods by which all ranks of the Force, from the recruit upwards, may be trained in modern methods of investigating and detecting crime.

In paragraphs 171 and 172 it has been suggested that two additional Palestinian Magistrates and three British Stipendiary and Inspecting Magistrates should be appointed to ensure that there will be adequate supervision over the work of the Police in the Courts, and to provide for all available evidence being recorded when an accused person is produced in custody. It has already been suggested (paragraph 171) that the law should be amended to provide for evidence being so recorded before a prisoner can be remanded. In paragraph 163 (m) it has been suggested that the law should be amended to provide for every arrest made by the Police being reported to Court. It has also been recommended that, as funds permit, additional jail accommodation for convicted prisoners and debtors and separate remand jails should be provided, so that the only persons in the custody of the Police would be persons who are going to be produced before a Magistrate within 48 hours (paragraph 170 (c)). If this last recommendation is approved it

will, in the most favourable circumstances, be some time before the necessary buildings can be provided. This last proposal in my opinion is an essential part of the scheme and will be of great assistance in removing from the Police the temptation to meddle with prisoners on remand. I would not, however, wait for this last proposal to be carried into effect. If and when it has been arranged for:—

- (a) British officers to visit the scene of serious crime (paragraph 163 (e));
- (b) all ranks of the Force to receive instruction in the Police Training School at weekly instruction classes (paragraph 163 (a) and (c));
- (c) additional Magistrates to be appointed (paragraph 171);
- (d) the Law to be amended to provide for evidence being recorded when an accused person is produced in custody (paragraph 171);
- (e) the Law to be amended to provide for every arrest by Police being reported to Court (paragraph 163 (m)).

I would recommend that an order be issued to the Police explaining the measures which have been taken to instruct all ranks in the proper methods of investigating crime and in dealing with prisoners, and explaining the amendment of the Law, and the fact that additional Magistrates had been provided to ensure that all evidence available would be recorded at once. I would then make it clear in the order that, from that date, any Police officer who shall offer any unwarrantable personal violence to any person in his custody or any Police officer who shall commit an assault on any person, with the object of inducing such person to give evidence or give information to the Police, will be dealt with. It should be made clear that any assault of the kind indicated has a bad effect, in that it does not tend to promote co-operation between the Police and the public and it has the effect of destroying the confidence of the Magistrates and the Judges in the Police and it makes it difficult for them to accept as evidence statements made to a Police Officer.

176. *Statements made to Police being used in proving charge of giving false evidence against a witness.*—In accordance with Sections 2, 3, and 4 of the Ordinance to provide for the Preliminary Examination of Witnesses (Criminal Procedure Evidence Ordinance 1927), a Magistrate has the power to commit a witness for trial on the charge of giving false evidence on the production of a statement made to the Police proving to be contradictory to the statement made by a witness before a Magistrate's Court. The Law reads as follows:—

2. (1) An Officer of Police of or above the rank of Inspector, a Public Prosecutor, or any other person whom the High Commissioner has by writing under his hand authorized to hold enquiries into the commission of offences, may examine orally any person supposed to be acquainted with the facts and circumstances of any offence in respect whereof such Officer of Police, Public Prosecutor, or other authorized person is enquiring, and may reduce into writing any statement by a person so examined.

(2) The person so examined shall be bound to answer truly all questions put to him by such Officer of Police, Public Prosecutor, or other authorized person, at the examination, other than questions the answers to which would have a tendency to expose him to a criminal charge.

3. (1) Any such statement when reduced into writing shall be read over to the person examined, who shall be requested to sign it, or, if he is illiterate, to affix his mark to it.

(2) If he refuses to sign the statement or affix his mark to it, the Officer of Police, Public Prosecutor, or other authorized person shall note in writing at the foot of the written statement that the person making the statement has refused to sign it or affix his mark to it and the reason, if ascertained, of the refusal.

(3) The written statement shall then be signed by the Officer of Police, Public Prosecutor, or other authorized person; and in any proceedings against the person making it for not truly answering any question put to him, the written statement shall be evidence of the statements made by him unless it is proved that he did not make the statements or any of them.

4. (1) If it shall appear during criminal proceedings before a Magistrate's Court that a witness has given evidence on oath or affirmation of some fact relevant to the case contradicting in some material detail a statement made by him in accordance with the last preceding Section, it shall be competent for the Magistrate at the conclusion of the proceedings to commit such witness to be tried summarily by the District Court.

(2) On proof of his having made such contradictory statements as aforesaid, and on the Court being satisfied that there was an intention to deceive either the Officer of Police, Public Prosecutor, or other authorized person to whom the statement was made or the Magistrate before whom the evidence was given, such person shall be liable to be convicted of giving false evidence and to be punished with imprisonment not exceeding six months or fine not exceeding £E.50.

(3) At the trial of a person accused of giving false evidence the production of the statement taken in accordance with the last preceding section and of the record of the Magistrate's Court shall be *prima facie* evidence of the statements purporting therein to have been made.

May I be permitted to say that I do not like this power and to me, on principle, the Law appears to be undesirable.

Very wide powers have necessarily to be given to the Police. It is of the utmost importance that the powers given should not be abused. One has to face facts, and it is sometimes stated, not only in this but in other countries, that statements have been obtained by the Police under pressure or under threat of subsequent trouble. It appears to me that this provision of the Law in Palestine may have an effect other than that desired in encouraging the Police to force a statement from witnesses. Before the Magistrate's Court the witness may speak, or be inclined to speak, the truth. If the statement made by a witness to the Magistrate contradicts in some material detail the statement made by the witness to the Police, the Magistrate has the power to commit the witness for trial summarily by the District Court. Supposing that the Police have brought pressure to bear upon a witness in order to obtain a statement, it is not impossible that the witness may at the same time be warned of the consequences of his making any statement before a Magistrate's Court which will in some material detail be contradictory to the statement made to the Police. The fact that a witness is liable to be committed for trial before the District Court if he makes a statement to the Magistrate which differs from his statement to the Police may, on some occasions, have the effect of preventing the true facts being made known to the Court.

I presume that the great delay which so often arises in Palestine between the first record of statements by the Police and the record of evidence by the Magistrate makes the section of the Law above referred to essential in Palestine at the present time. In a good case such a delay may often be fatal to the hope that the true facts will be stated before the Magistrate's Court. The parties have had time to settle the case or have had time to induce the witnesses to vary their statements. So long as these delays are made possible by the present system I see no alternative to the Law relating to the preliminary examination of witnesses standing. If, however, it could be arranged that there should be in Palestine a sufficient number of Magistrates to ensure that the evidence in every case of crime would be recorded immediately such evidence became available to the Police, and if the Law provided that when a person was produced in custody before a Court the Magistrate should forthwith record all the evidence available at the time, i.e., the evidence on which the Police have decided to arrest and charge the offender, and if I was in the position of being held responsible to the Government, to the Courts, and to the public for the supervision of the Police Force, and for the prevention of the abuse of power, I should have no hesitation in asking for the repeal of Sections 2, 3 and 4 of the Ordinance above referred to.

I beg to suggest that the question of the repeal of these Sections should be considered if and when a sufficient number of Magistrates can be appointed to ensure the prompt record of evidence, and when the Law provides that evidence shall be so recorded. That is to say the practice of a Magistrate remanding a prisoner at the request of the Police without satisfying himself that there is sufficient evidence to justify the detention of the prisoner will be prohibited by Law.

177. *Access on the part of the Defence to Police Files.*—One effect of the Law quoted in the preceding paragraph is that under this system the Defence claim access to the Police files in cases under investigation by a Magistrate, and their claim has been upheld in a recent judgment. What is actually happening at the present time is that the Defence look through a Police file in the hope of finding in it something to their advantage. This could not have been the intention of the Law but it is what is actually happening at the present time. The repeal of the Sections of the Law quoted in paragraph 176 above would put a stop to the trouble which is now being experienced.

It is very necessary, however, that a Criminal Court should at all times have access to the first information and statements given to the Police, as the examination of such statements by a Criminal Court may in some cases prevent a possible miscarriage of justice. The Law on the subject to which I am accustomed is the

Law contained in Chapter 12 of the Criminal Procedure Code of Ceylon (Ordinance No. 15 of 1898). The Law reads as follows:—

“INVESTIGATION OF OFFENCES.

“CHAPTER 12.

“*Information to Police Officers and Inquirers and their Powers to Investigate.*

“120. The Governor may appoint any person by name or office to be an Inquirer for any area the limits of which shall be specified in such appointment.

“121. (1) Every information relating to the commission of a cognizable offence, if given orally to an Officer in charge of a Police station or to an Inquirer, shall be reduced to writing by him or under his direction and be read over to the informant; and every such information, whether given in writing or reduced to writing as aforesaid, shall be signed by the person giving it, and a copy thereof shall be entered in a book, hereinafter referred to as ‘The Information Book,’ to be kept by such Officer or Inquirer in such form as the Governor may prescribe in this behalf.

“(2) If from information received or otherwise an Officer in charge of a Police station or Inquirer has reason to suspect the commission of a cognizable offence, he shall forthwith send a report of the same to the Police Court having jurisdiction in respect of such offence, or, in the case of an Officer in charge of a Police station, to his own immediate superior, and shall proceed in person to the spot to investigate the facts and circumstances of the case and to take such measures as may be necessary for the discovery and arrest of the offender.

“Provided that an Officer in charge of a Police station may depute one of his subordinate officers to proceed to the spot to make such investigation and take such measures as may be necessary for the discovery and arrest of the offender, or if it appear to him that there is no sufficient ground for entering on an investigation he shall not be bound to investigate the case.

“(3) Any Police officer or Inquirer making an investigation under this chapter may by order in writing require the attendance before himself of any person being within the limits of the station of such Police officer or any adjoining station or within the local limits of the jurisdiction of such Inquirer who, from the information given or otherwise, appears to be acquainted with the circumstances of the case, and such person shall attend as so required.

“If any person when required to attend by an Inquirer refuses or fails to do so, the Inquirer may thereupon in his discretion issue a warrant to secure the attendance of such person as required by such order as aforesaid.

“122. (1) Any Police officer or Inquirer making an inquiry under this chapter may examine orally any person supposed to be acquainted with the facts and circumstances of the case, and shall reduce into writing any statement made by the person so examined, but no oath or affirmation shall be administered by any such person, nor shall the statement be signed by such person. If the statement is not recorded in the Information Book, a true copy thereof shall as soon as may be convenient be entered by such Police officer or Inquirer in the Information Book.

“(2) Such persons shall be bound to answer truly all questions relating to such case put to him by such Officer other than questions which would have a tendency to expose him to a criminal charge or to a penalty or forfeiture.

“(3) No statement made by any person to a Police officer or an Inquirer in the course of any investigation under this chapter shall be used otherwise than to prove that a witness made a different statement at a different time, or to refresh the memory of the person recording it. *But any criminal court may send for the statements recorded in a case under inquiry or trial in such Court and may use such statements or information, not as evidence in the case, but to aid it in such enquiry or trial. Neither the accused nor his agents shall be entitled to call for such statements, nor shall he or they be entitled to see them merely because they are referred to by the Court; but if they are used by the Police officer or Inquirer who made them to refresh his memory, or if the Court uses them for the purpose of contradicting such Police officer or Inquirer, the provisions of ‘The Ceylon Evidence Ordinance, 1895,’ Section 161 or Section 145, as the case may be, shall apply.*

“Nothing in this Sub-Section shall be deemed to apply to any statement falling within the provisions of Section 32 (1) of ‘The Ceylon Evidence Ordinance, 1895,’ or to prevent such statement being used as evidence in a charge under Section 180 (Note: Section 180 of the Penal Code provides a penalty for false information with intent to cause a public servant to use his legal powers to the injury of another person) of the Ceylon Penal Code.

“123. No Inquirer or Police officer shall offer or make or cause to be offered or made any inducement, threat, or promise to any person charged with an offence to induce such person to make any statement with reference to the charge against such person. But no Inquirer or Police officer shall prevent or discourage by any caution or otherwise any person from making in the course of any investigation under this chapter any statement which he may be disposed to make of his own free will.”

I beg reference in particular to Section 122 (3) of the Ceylon Criminal Procedure Code. I submit that this provision of the Law is quite fair to everyone and prevents any misunderstanding or trouble. Neither side can make use of the statements

made to the Police, but any criminal court may send for the statements recorded in a case under inquiry or trial in such court, and may use such statements or information, not as evidence in the case, but to aid it in such inquiry or trial.

178. *Attendance of Police Officers in Courts.*—In paragraph 167 (c) the matter of British officers conducting cases and giving evidence in the Courts was referred to. In paragraph 163 (e) it has been suggested that an order should be issued by the Commandant as to the cases in which a superior officer should visit the scene of crime and become responsible for the investigation of the case and for the conduct of the case in Court.

I think a comprehensive order on the subject of the attendance of Police officers at Courts is needed as some of the Magistrates inform me that amongst the Palestinian officers the Investigating officer, if he was not a witness in the case, did not always appear in Court but left the case to the Court officer to conduct. However competent the Court officer may be to argue some point of law or to make an application to the Court, he cannot be held responsible for the examination and cross-examination of witnesses whom he has not himself examined, and for bringing to the notice of the Court facts which may only be known to the Police officer who visited the scene. There may be points both for and against the prisoner which should be brought to the notice of the Court, and I think it should be a rule that the officer who actually investigated the case, whether he is a witness or not, should be present in Court. As mentioned in paragraph 171 it will be very much easier for the investigating officer, whether he be Palestinian or British, to comply with such an order if there are sufficient Magistrates to ensure that evidence will invariably be recorded whenever an accused prisoner is produced in custody. Under the present system of frequent remands the investigating officer loses all touch with the case and may not be present in Court when it is finally taken up.

If a case is committed for trial to a higher Court and particularly in cases committed for trial to the Assize Court, it is most desirable that the investigating officer (under the system proposed he would in every serious case be a British officer) should be present at the trial even if he has not been summoned to give evidence. He can sit by the Government Advocate and keep him informed of any points of importance or special interest in the case and if any question arises as to what was noticed or found on the scene of the crime, the Judge can always get the necessary information from the officer, who will be present at the trial.

179. *First information of the Police to be the start of Court Proceedings.*—The system which I am accustomed to is that the start of proceedings in a criminal case before a Police Magistrate is the report or statement of the first information which reached the Police in regard to the case. As the police and the magisterial proceedings in Palestine are recorded in Arabic, I am not in a position to say whether the first information which the Police receive does form the start of all proceedings in criminal cases. If it is not being done in every case I think it should be the practice. I mention the point as two judicial officers informed me that what they missed in cases which came before them was the first information which reached the Police.

180. *Police should not take action in petty offences.*—As stated in paragraph 159 there is quite enough work for the Police to do in Palestine in the prevention and detection of crime. I would recommend that it be definitely laid down in the Palestine Police Ordinance that the Police should not take action in petty offences such as trespass, simple assault, quarrelling, or the like. At the present moment it is not, in my opinion, sufficiently clearly laid down that in no circumstances will the Police take up a case of simple assault. It should not be left to the Police to decide whether the public interest will be served or not by the Police taking up such prosecution. The Police should, in my opinion, be in a position definitely to decline to have anything to do with a petty case. The wording of the Law at present is:—

“Notwithstanding anything in Article 58 of the Ottoman Magistrates’ Law or in any other provision of the said law the Police may in any case in which they are satisfied that no public interest will be served by prosecuting a complaint

180

refuse to prosecute but the complainant may upon such refusal lay the complaint before the Magistrate who shall hear and give judgment upon it accordingly."

The wording of the Law on the subject in the Ceylon Police Ordinance is as follows:—

"No Police officer shall receive any complaint of any petty offence, or take into his custody any person brought to him accused of such petty offences as trespass, assault, quarrelling or the like; and it shall be lawful for any Police officer to refuse to receive and act upon any charge of an offence of a grave character, if he shall, on inquiry made of the complainant alone, see good grounds for doubting its truth; Provided always that if the charge be not of such a nature as under ordinary circumstances would justify the Police officer in refusing to receive it, the particular reasons for refusing it are to be recorded by such officer at the time."

I think the more definite wording of the Law in Ceylon would be of assistance to the Palestinian police and would give them a clear indication of the fact that they should concentrate their energy on the prevention and detection of crime.

181. *Cases awaiting trial in the higher Courts.*—As a result of the riots in August, 1929, there are a number of cases awaiting trial in the higher Courts and as stated in paragraph 168 (d) this can be understood, but I have seen a statement of indictable offences awaiting trial in the Courts prior to the Disturbances in August, 1929, and it strikes me that on these figures it would be helpful to the Police if some assistance could be provided to get the cases pending in the Nablus District Court disposed of. At the end of December, 1928, there were 82 cases of indictable offences pending in the Jerusalem District, 26 in the Jaffa District Court, 66 in the Haifa District Court, and 231 in the Nablus District Court. There were more cases pending in the Nablus District Court than all the others put together.

The figures at the end of June, 1929, were:—

Jerusalem District Court	... 81 pending.
Jaffa District Court	... 39 pending.
Haifa District Court	... 47 pending.
Nablus District Court	... 253 pending.

At the end of 1929 the figures were:—

Jerusalem District Court	... 127.
Jaffa District Court	... 29.
Haifa District Court	... 69.
Nablus District Court	... 167.

In paragraph 105 of this Report I quoted the number of cases of serious crime committed in 1929 in the five Districts which I propose should be separate Police districts in the future instead of the three districts at present existing. The figures are:—

District.	Cases of Serious Crime, 1929.
New Northern District (not including Nablus, Jenin, and Tulkarem)	1,396
New Nablus District (Nablus, Tulkarem, and Jenin without Beisan)	1,100
Jerusalem District	762
New Southern District (without Beersheba)	637
New Beersheba District	73

It will be noted that there is more serious crime in the New Nablus District than in the Jerusalem and Southern Districts. There are already two Magistrates at Nablus on account of the large number of cases of crime to be investigated. I think it would be of assistance if some action were taken to reduce the number of cases pending in the Nablus District Court.

182. *Acceleration of trial in important cases.*—As stated in paragraph 181, the Judges have been fully occupied in dealing with cases arising out of the riots

181

and other cases have suffered in consequence. When, however, there is some particularly important case which should, from the point of view of maintaining law and order be promptly dealt with, I suggest that special application should be made by the Police for the case to be given preference over others. One case in particular strikes me as a case which should have been so picked out, and special application made for early trial.

On the 11th January, 1929, the Mukhtar (headman) of the village of Turmos Aya in the Jerusalem District was murdered by five persons. It was a bad case in that the murder was deliberate. The headman was shot at one yard's distance when he was just outside his own house. Four men fired at one yard's distance and five bullets were found in him. Three of the offenders were arrested on the day of the occurrence and the fourth was arrested on the following day, the 12th January. The Police investigations with regard to these four accused were completed on the 3rd February. The fifth accused was arrested on the 11th March. The whole case was completed on the 1st April. On 18th May, 1929, the five persons accused were committed for trial before the Assize Court. The case has not yet been tried, and I understand that no date has yet been fixed for the trial. In view of the fact that the headman of the village was deliberately murdered I submit that it was most desirable that the case should have been dealt with promptly.

I would suggest that in future when there is an important case it should be picked out and dealt with promptly and special application should be made for this to be done.

183. *Legal assistance to Police in important cases.*—I have seen the correspondence relating to the conduct of prosecutions and I consider that in the ordinary course the Police should be responsible for all prosecutions in a Police Court. In the District Court I see no objection to the Police prosecuting in some of the cases provided the Police are sufficiently competent to undertake the work. In important cases, such as cases of murder, etc., I consider that a Law Officer of the Crown should appear.

There is in Jerusalem, Jaffa, and Haifa a Junior Government Advocate who is available to assist the Police in ordinary cases in which legal assistance or advice may be required, but there must always be some cases in which the best legal advice in the country should be obtained at the earliest possible stage. In a difficult or complicated case of murder and in some complicated case of fraud in which the Law Officers of the Crown are bound to be concerned with the handling of the case sooner or later, I would like to see a system in force whereby in every such case the Superintendent of Police of the District is granted authority personally to go to the Solicitor-General and place the matter in his hands, or seek his advice at the earliest possible stage. There may be some outstanding case in which the Law Officer of the Crown who will eventually appear for the Prosecution in the Assize Court should have the handling and control of the case in the Police Court and at every stage of the case. If the case is a complicated one the Law Officer is likely to get a better grip of it if he sees the witnesses giving evidence in the lower Court and if he visits the scene. I understand that the difficulty at the present moment in providing for this is that there is only one Law Officer available at Headquarters for such cases, namely, the Government Advocate, who is also the Registrar of Companies and Co-operative Societies. It has been suggested to me that to meet the needs of the Police there should be another Law Officer in addition to the Attorney-General's present staff at Headquarters which consists of the Solicitor-General and the Government Advocate. If I may be permitted to say so I do not think that another officer is needed if the Solicitor-General and the Government Advocate could give their whole time to criminal prosecutions. If the Solicitor-General was available for criminal prosecutions and the Government Advocate was relieved of his duties as Registrar of Companies and Co-operative Societies I do not think another Law Officer would be needed.

May I be permitted to say that the system to which I am accustomed is that while the Attorney-General is occupied in drafting bills and with Executive and Legislative Council duties, tendering advice to Government, etc., the Solicitor-General is held entirely responsible for all criminal prosecutions.

The Solicitor-General is purposely kept free of all political and drafting work so that he can give his whole time to and relieve the Attorney-General of the criminal side of the work. The Solicitor-General, under this system, himself appears in Court and prosecutes in all the most important cases, and the moral effect of his doing so on the Police, on the parties, on the Bar and on the public generally, is considerable. If this practice could be adopted in Palestine I am sure it would have a great moral effect on the Police.

I think that if the Government Advocate could be relieved of the extraneous duties above referred to, the Solicitor-General and the Government Advocate could give the Police all the help they need in complicated and difficult cases.

As regards the duties of Registrar of Companies and Co-operative Societies, if these duties could be handed over to some other Department of Government, such as the Registrar of Lands or the Customs Department, and legal assistance or advice was needed on any particular point the necessary legal advice could always be obtained from the Law Officers.

There is one other point which I trust I shall not be considered impertinent in mentioning. It is, however, a matter which concerns the Police and for this reason I trust I may be pardoned for mentioning it. The system that I am accustomed to is that the Law Officers of the Crown have their chambers at the Law Courts with the result that when any point arises in Court the Police are able to walk at once to the chambers of the Law Officers in the same building or quadrangle and seek the advice they need. If it is a matter in which the Law Officers should appear, the Law Officer has only to step from his chambers to the Court to attend to the matter in hand. Similarly when a trial is pending the Law Officer can be informed when the case is going to be taken up and he has then only to step from his chambers into the Court. It strikes a stranger to the country that the nearer the Law Officers are to the Courts the more likely they are to be able to appear in Court in difficult cases and the more accessible they will be to the Police.

184. *Law Reports.*—May I be permitted to say that if Law Reports of cases of importance could be published in Palestine they would prove of great help to the Police in the training and instruction of officers.

185. *Prisoners on remand under the present system. Cost of feeding and cost of two additional Palestinian Magistrates and three British Stipendiary Magistrates.*—As the payment of salaries to Palestinian Magistrates is not an item on the Police Budget and the question of the salaries which should be paid to the proposed three British Stipendiary and Inspecting Magistrates will be a matter for the Government to consider, I make no statement as to the cost of these proposals. All I can say is that if additional Magistrates are appointed to deal more promptly with cases and if the Law is amended to make it illegal for a Magistrate to remand a person to custody without recording evidence and satisfying himself that there is a *prima facie* case against the prisoner, I am quite sure that there will be a big reduction in the cost of maintenance of remand prisoners.

A prisoner on remand costs £P.44.760 mls. per annum, i.e., roughly £44 15s. in food alone, apart from the cost of providing accommodation and warders, etc. I am quite sure that if cases are promptly dealt with in the Magistrates' Courts there will be a big drop in the cost of diets and there should be a reduction in the amount of remand accommodation and in the number of warders required. As the question of a separate remand jail may have to be considered it is important that there should be no unnecessary number of prisoners on remand.

I calculate it cost Government approximately £P.75 to keep the five prisoners in the Grozinsky case on remand from the 27th August to the 24th December, 1929, during which period they were on remand without evidence being recorded. There is bound to be considerable saving if this practice of remanding prisoners without recording evidence is stopped.

Apart from the cost of feeding and guarding prisoners on remand the frequent postponement of cases causes unnecessary expenditure on account of Police escorts and on account of the cost of attendance of Police at the Courts as witnesses.

Every time a Police officer attends Court on the day fixed for the hearing and the case has not been taken up there is a considerable loss of Government money, not only on account of the cost of travelling to attend Court but on account of the loss of time and duty involved.

There is also the wastage of man power in the streets to be considered. Every man in attendance at the Courts is one man less in the streets.

PART XX.

Detention of Prisoners.

186. *Detention of Convicted Prisoners, Debtors, and Remand Prisoners at Police Stations.*—At the present time, for lack of proper accommodation, in almost every Police station, debtors, remand prisoners, convicted prisoners serving a short sentence, and persons in the custody of the Police for under 48 hours before being produced before a Magistrate, are being kept together. I visited the lock-ups and saw persons in detention in every station I visited. I can only say that it was one of the most depressing sights I have ever seen. In some stations, for lack of accommodation, debtors, convicted prisoners, prisoners on remand, and persons in Police custody for under 48 hours were all confined together in one large cell. The convicted prisoners are prisoners serving sentences of under three months' imprisonment.

The first point which strikes one about this system is that no difference is made between the convicted prisoners, the debtors, and the persons who have been arrested by the Police and may be entirely innocent of having committed a crime. As regards the prisoners on remand, it has been stated in Part XIX how, under the present system, persons are remanded to custody for weeks, and sometimes for months together, without a word of evidence having been recorded by a Magistrate. The Magistrate who has granted the remand has not satisfied himself that there is a *prima facie* case against the prisoner. It strikes one that it is putting a man who may be innocent in a wrong position in putting him in the same lock-up, and sometimes in the same cell, as convicted prisoners. As regards the convicted prisoners I do not see that there can be any shame attached to confinement in a place where they are housed with debtors and possibly innocent persons.

In almost every case the cells are association cells and there may be anything up to twenty persons in one cell. It seems to me that such a system gives endless opportunities for prisoners to get together and plot what crime they can commit on discharge. In stations where the convicted prisoners, remand prisoners, and persons in Police custody for under 48 hours are kept in the same cell the system gives most undesirable opportunities for convicted prisoners to contaminate persons who have not been convicted. A known bad character or person who has been convicted is sometimes only too anxious to get some person who is not known to the Police to join him in committing crime, so that, while the bad character who is known to the Police plans the crime and keeps in the background, the new hand, who can move freely in a crowd without being specially watched, may have opportunities of picking pockets, etc., which the known bad character might not have.

As regards the debtors there can be nothing more pitiful than to see persons of all ages confined in a Police lock-up for 90 days merely because some person has been foolish enough to allow them credit, and they have not been able to meet the debt. The astonishing part of the system is that the debtor is, under the present system, maintained during these 90 days by the Government and by the taxpayer. A law is, I understand, now being introduced, to limit the period of detention to 21 days and to place the responsibility of paying for the maintenance of the debtor on the person who desires him to be confined in jail. Whatever the law on the subject may eventually be, these civil debtors should on no account be kept in the same premises as convicted prisoners.

184

Some of the lock-ups I visited were very over-crowded. I understand that prisoners have frequently to be detained in the lock-ups in excess of the number laid down by the Department of Health. This is unavoidable for lack of accommodation. The lock-up at Hebron is half below ground (almost a cellar) and most unsuitable for the housing of 98 prisoners, as there were at Hebron on the day of my visit. The unwholesome atmosphere was most noticeable. At Tiberias the lock-up is an old dungeon and most unsuitable for the accommodation of human beings.

In Parts XVIII and XIX we have already considered the position from the point of view of the Police. Nothing can be worse for a Police Force, that is largely untrained in modern methods of investigating crime, than to allow subordinate members of the Force to have constant access to prisoners who have been arrested by the Police and placed on remand but against whom not a word of evidence has been recorded by a Magistrate. Such a system would be bad in any Force, but it is particularly undesirable in a country where, under present conditions, the subordinate Police are all living in the town amongst the prisoners' relatives. It is not surprising that, under this system, the Judges state that in the higher Courts it is not uncommon for a witness or prisoner to go back on the statement made before a Magistrate, and to state that he had been forcibly induced by the Police to make the previous statement which was not the truth. As previously stated it has been laid down by the Royal Commission on Police Powers and Procedure, 1929, (Cmd. 3297), that it is the duty of those responsible for the administration of the Police to do all in their power to minimize the temptations to which a constable is necessarily exposed.

The extent to which this system of confining convicted prisoners, remand prisoners and debtors in lock-ups at Police stations prevails may be gathered from the following figures compiled from the number of debtors, convicted prisoners, prisoners on remand, and persons in the custody of the Police for under 48 hours, who were in detention in lock-ups at Police stations on the 29th January, 1930. This is the day on which I visited Hebron and found three prisoners who had been in the Police lock-up on remand since 5th October, 4th November, and 12th November, 1929, respectively, without any evidence having been recorded by a Magistrate. It will be noted from these figures that, on the 29th January, there were 98 persons under detention in the Hebron Police station lock-up (28 debtors, 33 convicted prisoners, 14 remand prisoners, 23 under detention by the Police). On that date there were in Palestine 848 persons under detention in lock-ups at Police stations, of whom 198 were debtors, 335 convicted prisoners, 246 on remand and 69 in the custody of the Police.

NUMBER OF PRISONERS IN LOCK-UPS ON 29.1.30.

Lock-ups.	Debtors.	Convicted.	Remanded by Magistrates.	Detained by Police	Total.
<i>Jerusalem District.</i>					
Jerusalem Lock-up	23	32	42	8	105
Jericho Lock-up	9	—	—	—	9
Bethlehem Lock-up	4	1	4	2	11
Ramallah Lock-up	5	14	6	—	25
<i>Southern District.</i>					
Jaffa Lock-up	14	33	47	4	98
Ramleh Lock-up	7	66	9	1	83
Gaza Lock-up	5	10	12	1	28
Majdal Lock-up	8	1	2	1	12
Beersheba Lock-up	4	8	7	—	19
Hebron Lock-up	28	33	14	23	98
Carried Forward	107	198	143	40	488

185

Lock-ups.	Debtors.	Convicted.	Remanded by Magistrates.	Detained by Police.	Total.
Brought Forward ..	107	198	143	40	488
<i>Northern District.</i>					
Acre Lock-up	—	—	1	4	5
Haifa Urban Lock-up ..	17	27	22	5	71
Haifa Rural Lock-up ..	2	—	—	—	2
Nazareth Lock-up	9	8	5	4	26
Safad Lock-up	1	5	16	5	27
Metullah Lock-up	—	2	—	—	2
Tiberias Lock-up	5	10	3	1	19
Beisan Lock-up	3	18	7	2	30
Jenin Lock-up	18	19	15	8	60
Nablus Lock-up	31	42	14	—	87
Tulkarem Lock-up	5	6	20	—	31
TOTAL	198	335	246	69	848

The only prisoners who should be kept in Police stations are persons who are in the custody of the Police for under 48 hours before being produced before a Magistrate. The cause of the detention of this large number of convicted prisoners, remand prisoners and debtors in lock-ups at Police stations in Palestine is three-fold :—

(a) lack of sufficient jail accommodation to house convicted prisoners, remand prisoners and debtors, with the result that all prisoners serving sentences of under three months are confined in Police lock-ups as well as remand prisoners and debtors;

(b) the habit described in Part XIX, whereby the Magistrates remand prisoners without recording a word of evidence to satisfy themselves whether a *prima facie* case exists or not. I am quite sure myself that, if the Magistrates were required by Law to record evidence before granting a remand and to satisfy themselves that a *prima facie* case exists, the number of prisoners on remand would be greatly reduced;

(c) an insufficient number of Magistrates to dispose of or deal with cases of crime on the day that the offender is produced in custody, with the result that every new case is put on the roll, and it may be weeks or months before any evidence is recorded by the Magistrate. This system of frequent postponements must add considerably to the number of prisoners on remand.

187. *Persons under detention in Prisons and Jail Labour Companies.*—On approximately the same day as I visited Hebron, viz., on the 31st January, 1930, there were in detention in the Prisons and in the Jail Labour Companies convicted prisoners, remand prisoners and debtors as shown in the following statement :—

JAIL POPULATION 31ST JANUARY, 1930.

Prison, Jail or Reformatory.	Convicted.	Debtors.	Remanded by Magistrates.	Detained by Police.	Total.
Central Prison, Acre	287	80	120	—	487
Central Prison, Jerusalem ..	315	3	109	4	431
Jail Labour Company, No. 1 ..	299	—	—	—	299
Jail Labour Company No. 2 ..	243	—	—	—	243
Jail Labour Company No. 3 ..	155	—	—	—	155
Jail Labour Company No. 4 ..	278	—	—	—	278
Boys' Reformatory School ..	46	—	3	—	49
TOTAL	1,623	83	232	4	1,942

186

The total jail and lock-up population in Palestine at the end of January, 1930, was therefore :—

	<i>In Prisons, etc.</i>	<i>In Lock-ups Police Stations, at</i>	<i>Total.</i>
Convicted	1,623	335	1,958
Debtors	83	198	281
Remanded by Magistrates	232	246	478
Detained by Police	4	69	73
TOTAL	1,942	848	2,790

I was able to visit the Prisons at Jerusalem and Acre and the Jail Labour Companies at Nur esh Shams and Megiddo, the Reformatory for Boys at Tulkarem, and the Remand Home for Girls at Jerusalem. The Reformatory for Boys and the Girls' Home have been described in paragraph 154 (c) and (d). In the Prisons the prisoners are kept in association wards, which, for the reasons described in the preceding paragraph, is not desirable, but they have to be so kept for lack of other accommodation. There is no modern prison building in Palestine; use is being made of old Turkish buildings, and in Jerusalem of a former Russian hospice. The Prison officers are doing their best with the accommodation available.

In the Jail Labour Companies the prisoners are again in association in long wards by night. By day they are all engaged on works of public utility, such as road making, quarrying, etc. The prisoners in the Jail Labour Companies looked remarkably healthy and were a good advertisement for the type of work they are employed on. At Megiddo Mr. Duff, an ex-Naval Officer, had all his various classes of prisoners in the Jail Labour Company described as naval ratings. It is probably the only Prison in the world where the leading star class prisoner is called the "Bos'un" and where the room used by star class prisoners is called the "Petty Officers' Mess." The prisoners respond to the "team" spirit in this institution, and look particularly cheerful and they keep the premises in a manner worthy of the best traditions of the Navy. Mr. Duff deserves credit for breaking out into a new line of Prison administration.

The most unsuitable Prison building that I saw was the Prison at Jerusalem. It is an old Russian hospice that has been temporarily converted for use as a Prison. The building is being rented by Government. If a modern Prison building can be provided and a reduction is effected in the Prison population by the methods which will be suggested in the next paragraph I would recommend that the present Jerusalem Prison should be the first to be closed down. It is in the centre of the town of Jerusalem, low-lying, over-crowded, and unhealthy. I understand that the health return of prisoners confined in the Prison at Jerusalem compares unfavourably with the health of the prisoners at Acre and in the Jail Labour Companies. The corridors are very dark and there is not enough air moving through the building. Some sky-lights have been put in. More sky-lights are urgently needed to get light into the corridors.

I understand that a site for a new Prison has already been earmarked at Tulkarem. The site has not yet been bought but a vote of £P.10,000 has been passed for the acquisition of the land and for the preparation of plans, clearing the site and testing for water. At the present time a sum of £P.1,000 is being spent on making a well so that the water supply may be put to the test. If the water supply is satisfactory the site will be purchased. No plans or estimate have yet been made out for the buildings. The site in question extends to about 212 acres. This will provide sufficient room for vegetables, etc., to be grown, so that some of the prisoners can be employed on agricultural work. I understand that it is hoped to house 1,000 prisoners on this site, and that separate cell accommodation for the majority will be provided.

As to whether, with the provision of this Prison, it will be possible to stop the present system of detaining convicted prisoners, debtors, and remand prisoners in Police stations, it is not possible at the present time definitely to say. I should like to see the practice stopped and the Jerusalem Prison closed. There were

187

848 persons under detention in lock-ups at Police stations on 29th January, 1929. Of these, 69 were persons who had been arrested by the Police and were to be produced before a Magistrate within 48 hours. The balance, 779, were convicted and remand prisoners and debtors. In the Jerusalem Prison on 31st January, there were 431 persons under detention. This gives a total of 1,110 prisoners for whom other accommodation is required. If the number of short sentence and remand prisoners and debtors can be reduced I think when the new Prison at Tulkarem is built it should be possible to remove all convicted and remand prisoners and debtors from lock-ups at Police stations and to close the Prison at Jerusalem. It might be necessary to maintain accommodation for a small number of remand prisoners at some place in the Southern District, e.g., Jaffa and at Jerusalem. Some accommodation would be necessary at Jerusalem for prisoners attending the Court of Appeal. The present large rented Russian hospice would not be necessary. My own impression is that the Prison population of Palestine (in jails and lock-ups) is far too high, and is a source of unnecessary expense to the Government in the feeding of prisoners, in the guarding of prisoners and in finding accommodation for them.

188. *A possible reduction in the number of prisoners in lock-ups and jails.*—I suggest that a substantial reduction in the prison population in lock-ups and jails could be brought about by :—

(a) the appointment of sufficient Magistrates to ensure that all cases of crime would be dealt with promptly (paragraph 171).

(b) making it illegal for a person to be remanded by a Magistrate without evidence being recorded and the Magistrate satisfying himself that there is a prima facie case against the prisoner (paragraph 171).

(c) by the appointment of three British Stipendiary and Investigating Magistrates to set an example of the manner in which criminal cases should and can be disposed of, and to train the Palestinian Magistrates (paragraph 172).

(d) by the appointment of a whole-time male Probation Officer, and by making more use of the probation system (paragraph 154).

(e) by discouraging Magistrates from sentencing persons to short terms of imprisonment.

I found cases of prisoners who had been sentenced to three days' imprisonment. I submit that a sentence of this kind is of no value to the prisoner and merely causes expense to the State in accommodating, clothing, guarding, escorting, and feeding the prisoner. The system of payment of fines and/or Court fees to the Court by instalments might be instituted :—

(a) by the encouragement of boys' clubs, clubs, boy scouts, night schools, "team" games and boxing in the schools, and generally encouraging healthy means of recreation and the "team" spirit amongst the youth of the country;

(b) by the adoption of the new law suggested, limiting imprisonment for debt to twenty-one days, and requiring the creditors to meet the cost of keeping the debtors in jail.

If the additional Palestinian Magistrates and British Stipendiary and Inspecting Magistrates are appointed, and it is made illegal to remand a prisoner without recording evidence, and the new proposed Ordinance dealing with imprisonment for debt is brought into force, there should be an immediate effect in the reduction of the number of prisoners on remand and the number of debtors in lock-ups at Police stations. After, say, one year from the date on which the new magisterial system, if approved, the new law with regard to imprisonment for debt comes into force, a whole-time Probation Officer has been appointed, and more use is being made of the probation system and of a system of payment of fines and/or Court fees to the Court by instalments, it might be possible to judge what accommodation would be needed if it was made a rule that only prisoners in the custody of the Police for under 48 hours were to be kept in lock-ups at Police stations. It might prove to be the case that, with the prompt disposal of cases

in Magistrates' Courts and the check on the grants of remands, together with the increased use of the probation system, and the system of payment of fines and/or Court fees by instalments, the new Prison at Tulkarem with the Prison at Acre and the Jail Labour Companies might accommodate all the convicted and remand prisoners and debtors in Palestine.

189. *Separate the Police and Prisons Departments when convicted and remand prisoners are out of Police lock-ups.*—Directly it is possible for all convicted and remand prisoners and debtors to be removed from lock-ups and Police stations, I recommend that the Prisons Department should be separated from the Police. There is quite enough work, as this Report will, I think, indicate, for a whole-time officer looking after the Palestine police, and, in my opinion, there is a great deal of work to be done in connexion with the reform of the Prisons. Until separate jail accommodation for convicted and remand prisoners and debtors is available, it is not possible to make a separate Department of the Prisons, for a great number of prisoners are, as explained above, housed in lock-ups at Police stations. If the Prisons and the Police Departments were made separate at the present time, there would be divided responsibility for the condition of lock-ups, etc. Till there is sufficient jail accommodation for all convicted and remand prisoners and debtors (outside Police lock-ups) one officer must be responsible for both the Police and the Prisons.

190. *For the present an officer of the rank of Deputy District Superintendent to be responsible to the Commandant for the administration and supervision of Prisons and Lock-ups.*—The work of training and supervising the Force during the next twenty years is going to take up the whole time of the most energetic Commandant of Police, and, though he must still be responsible for the Prisons Department as long as prisoners are housed in Police stations, I recommend that there should be an officer at Headquarters who would be directly responsible to the Commandant for the whole of the "Prisons" side of the administration of the Police and the Prisons Department. As mentioned in paragraph 105 of this Report, at the present time the Superintendent of the Northern District is responsible for the supervision of the Acre Jail, four Jail Labour Companies, and one Reformatory. With the wider distribution of British police the Superintendent of the Northern District (in the new scheme of five Police Districts vice three as at present) will be responsible for nine stations and 32 permanent Police posts. He will have 725 Police of all ranks under his command. In the year 1929 there were 1,396 cases of serious crime, of which 32 were cases of murder and 40 cases of manslaughter in this area. Investigation of this volume of crime and the thorough supervision of 41 stations and posts and 725 men is sufficient work to keep the most energetic Police officer busy. The Superintendent of the Northern District should be relieved of the responsibility for the supervision of the Acre Jail, the Jail Labour Companies and the Reformatory. These institutions should be supervised by the proposed officer at Headquarters.

I recommend that an additional officer of the rank of Deputy District Superintendent should be provided for in the Estimates. His duty will be to be responsible to the Commandant for the whole of the "Prisons" side of the Police and Prisons Department. He should be stationed at Jerusalem and his office should be at Police Headquarters. He should, however, pay frequent visits to all the Prisons, Jail Labour Companies, the Reformatory, and lock-ups in Police stations throughout the country. He should keep in touch with the Prison Visitors, and do all he can in regard to finding work for prisoners on discharge. It might be possible for a Discharged Prisoners' Aid Society to be started. He should keep in touch with the proposed new whole-time Probation Officer, with the new proposed separate Juvenile Courts, and with the Magistrates in the other Courts. He will do all he can to train the youthful offenders committed to the Reformatory or to Prison to become useful citizens. It might be possible to start a scout troop in the Reformatory and amongst young adult prisoners in the jails. It might be possible to start education classes in the Prisons, as are being provided for in the Reformatory. I understand that provision has been made in the Estimates for the appointment of two Schoolmasters for the Jerusalem and Acre Prisons. He should keep in touch with Boys' Clubs, the Boy Scout Movement, etc., and generally do all in his power to reduce the jail population,

first by preventing the youth of the country from committing crime, and secondly by so training young adult offenders and youths on first conviction that they will become useful citizens and not be again convicted. I am sure that there are great opportunities for work on these lines in Palestine at the present time, all of which may have effect in reducing the jail population as well as being of permanent benefit to the youth and people of the country.

Mr. A. T. Blackett has shown special interest in the "Prisons" side of the work of the Department. He is particularly keen on the work in the Reformatory for Boys at Tulkarem, and he has been one of the chief movers in the steps which have been taken to start a Club for boys who now live in the streets of Jerusalem. He is interested in the possibility of more use being made of the probation system and he is generally keen on the "preventive" side of Police and Prisons work. Mr. Blackett is going to England on leave on the 23rd of May and will be back in Palestine in October, 1930. While on leave Mr. Blackett hopes to go through the Prisons Course for Officers from Overseas. This will give him an opportunity of seeing the latest methods which are being adopted in England to prevent youths from becoming criminals (Boys' Clubs, Juvenile Courts, the Probation system, Reformatories, Borstal system), the classification of prisoners, separation of the young adult prisoners from the hardened offender, the reclamation of the young and active criminal (Wakefield), and the treatment of the hardened offender. If this additional appointment is approved, I recommend that, on his return to Palestine, Mr. Blackett should be appointed to the post of Deputy Superintendent of Prisons, and I would suggest that this appointment be shown in the Prison Estimates. The additional cost per annum to the existing Estimates would be:—salary £P. 550 to £P. 750 plus £P.100 Expatriation Allowance.

191. *When the new Magistrates, Probation, payment of fines by instalment systems and the new law with regard to imprisonment for debt have been working for one year get expert opinion before committing Government to further Prison buildings other than the new Prison at Tulkarem.*—As mentioned in paragraph 187, if the scheme of additional Magistrates, British Stipendiary Magistrates, whole time Probation Officer, payment of fines, and for Court fees by instalments, amendment to the Law with regard to imprisonment for debt is approved, after one year from the date of these schemes being carried into effect, it should be possible to see what results the scheme has had in reducing the number of convicted and remand prisoners and debtors in Police lock-ups. From the numbers of each class who are still detained in Police lock-ups, it may then be possible to estimate what jail accommodation is needed so that only persons in the custody of the Police for 48 hours will be kept in a lock-up at the Police station. As foreshadowed in paragraphs 186 and 187 I think it will be found that the new Prison at Tulkarem with the Prison at Acre and the Jail Labour Companies will house all the convicted and remand prisoners and debtors in Palestine. It will then be known what the permanent jail population of Palestine will be and of what classes it is composed. Plans can then be made separating the Prisons from the Police Department. I would suggest, therefore, that after one year from the date on which the new magisterial, probation, payment of fines by instalments schemes and the new law with regard to imprisonment for debt come into force, an expert, such as Mr. Alexander Paterson, M.C., the Senior of His Majesty's Prison Commissioners for England and Wales, who is the greatest expert in the Empire to-day on the best way of preventing a youth from becoming a criminal, and of preventing a youthful offender from becoming a hardened criminal, be asked to advise on the best scheme for the future. If the services of Mr. Paterson could be secured, he would be able to advise as regards any further steps which might be necessary in the matter of buildings, classification of prisoners, training of youthful offenders, prevention of youthful offenders from becoming hardened criminals, Boys' Clubs, education in Prisons, Probation system, Prison staff, and as regards the organization of a separate Prisons Department. After Mr. Paterson's advice had been taken and arrangements made to accommodate convicted and remand prisoners and debtors in buildings outside lock-ups in Police stations, a separate Prisons Department might be started. Mr. Paterson would be able to advise, for example, whether Mr. Blackett was the right man for the control of the separate Prisons Department or if some other officer should be appointed. If I may say so the order of urgency in the action needed appears to be:—

(a) Remove convicted and remand prisoners and debtors from Police lock-ups.

190

(b) If these can be housed in the new Prison at Tulkarem and at Acre and in the Jail Labour Companies, and in some small Remand Jails at Jaffa and Jerusalem, close down the Jerusalem Prison.

(c) If all convicted and remand prisoners and debtors cannot be housed without closing the Jerusalem Prison, add to the Jail Labour Companies or to the Prison at Tulkarem and then close down the Jerusalem Prison.

As noted in paragraph 187 there should be a substantial reduction in the jail population and (c) should not be necessary.

192. *The effect on the Police of removal of convicted prisoners and remand prisoners and debtors from lock-ups at Police stations and creation of a separate Prisons Department.*—I feel sure that the removal of convicted and remand prisoners and debtors from the lock-ups in Police stations, and the creation of a separate Prisons Department will be of permanent benefit to the Police Force in many ways. It should have the effect of:—

(a) removing from the Police the temptation of meddling with prisoners on remand;

(b) leaving the subordinate Police free to give their whole attention to the prevention and detection of crime and the prosecution of offenders;

(c) improving the standard of investigation and encouraging modern methods of detection;

(d) improving the relations between the Police and the public;

(e) giving the Commandant and the superior officers more time for the training and supervision of the subordinate Police;

(f) providing, in many cases, at Police stations the accommodation which is needed for the housing of the men and for their recreation and instruction, by setting free, for use by the Police, the accommodation which is now set apart for prisoners, other than persons in the custody of the Police for under 48 hours.

NOTE.—It has already been recommended in paragraph 128 that Police who are now employed in guarding convicted and remand prisoners and debtors in lock-ups should be relieved of this duty by Prison warders. This duty could be done at less cost to Government by a Prison warder than by a Police officer.

193. *Saving in expenditure by reduction of lock-up and jail population.*—In paragraph 185 it has been suggested that there would be a considerable saving in expenditure under the head of feeding, clothing, guarding, and accommodating remand prisoners, if the remand of prisoners without the record of evidence can be prohibited by law. There would also be a saving under the head of Police escorts and on account of the expenses of Police attending Court on postponed dates if cases are promptly disposed of in the Magistrates' Courts.

If more use is made of the probation system, if a system of payment of fines and Court fees by instalments is introduced, the imprisonment of debtors is limited to 21 days and the expense of maintaining a debtor is met by the creditor, while encouragement is given to Boys' Clubs, Boy Scouts, the training and education of youthful offenders in the Reformatory, and of young adult prisoners in Prison, there should be a substantial reduction in expenditure under the heads accommodation, clothing, and food of prisoners; pay, allowances and uniform of warders. It should be possible considerably to reduce the number of Prison warders.

In the matter of rations alone there should be a considerable saving. The cost of feeding a prisoner is:—

Prisoner awaiting trial.—(a) in the winter months (1st November to 31st March) at the rate of £47 10s. per annum;

(b) in the summer months (1st April to 31st October) at the rate of £42 per annum;

Total average cost per annum is £44 5s.

Convicted prisoner not sentenced to hard labour.—£47 10s. per annum.

Prisoner on hard labour.—£69 7s. per annum.

191

As already stated an outbreak such as that of August, 1929, must have the effect of causing a congestion of cases awaiting trial in the higher Courts. To the cost of dealing with such an outbreak may be added the cost of upkeep of prisoners on remand awaiting trial. When I visited the Acre Prison on 17th February, 1930, I found three prisoners who were on remand on a charge of murder committed on the 27th February, 1929, and on 27th May, 1929. They had not yet been tried. On my visit to the Jerusalem Prison on the 7th March, 1930, there were three prisoners awaiting trial for murder who had been on remand since 17th November, 1928, 20th November, 1928, and 24th November, 1928, respectively. The cost of feeding these three prisoners from November, 1928, to March, 1930, was approximately £170.

194. *Prisons course in England: Administrative, Police, and Prisons Officers and Magistrates to be encouraged to attend.*—Two officers have already been through the course of study organized by the Prison Commissioners of England and Wales for officers from overseas, and Mr. Blackett is going through the course this year. The course lasts a fortnight, and is held in England in the month of June each year. I would recommend that every encouragement should be given, not only to officers employed in the Prisons service, but to Police officers, Administrative officers, and Magistrates to go through this course. The course of study arranged includes instruction in the method of working the probation system, children's courts, Boys' Clubs, remand homes, Borstal Institutions, classification of prisoners, the separation of the young adult prisoner from the hardened offender, the education of the youthful offender and of the young adult prisoner, so as to fit him to be a good citizen on release, and the treatment of the hardened offender. This course of study is of value to an Administrative Officer, to a Magistrate and to a Police officer, as well as to officers employed in the Prisons service. The course takes up the whole time of the officer, and I would recommend that the period spent on it should be counted as duty and not as leave.

195. *Prisoners condemned to death.*—A point which struck me when I was going round the Jerusalem Prison was that, though confined in cells entirely separate from the other prisoners, with a warder on duty outside the cell, prisoners condemned to death are, in accordance with the Palestine Prisons Regulations, required to be leg and arm cuffed by day and night, whether in their cells or out at exercise. When I visited the Jerusalem Prison on 7th March, 1930, there were three prisoners who had been sentenced to death on 18th October, 1929, 7th November, 1929, and 27th November, 1929, respectively. Their sentences had been confirmed on appeal, but a further appeal had, I understand, been taken to the Privy Council. It seemed to me inhuman that any prisoner should be leg and arm cuffed day and night for this length of time. It was not as if these prisoners had made an attempt to escape or had committed a violent assault on a Prison warder. One realizes that the delay in these cases was unavoidable on account of the appeal to the Privy Council, but, in ordinary times, it strikes me as inhuman that a prisoner who had not committed any serious offence while in Prison should be leg and arm cuffed day and night for even a month, which is, in the ordinary course, the time which elapses between the date of sentence and the date of execution. One has always thought that prisoners sentenced to death received rather more consideration than other prisoners. I think an amendment to the Prison Regulations on the subject might be considered.

196. *Prison Visitors, Discharged Prisoners' Aid Society, Social Work in Prisons.*—I have not been responsible for the administration of Prisons and the only knowledge of work in Prisons that I may have has been gained by visiting Prisons and in reading about the work that is being done in Prison institutions. I was asked what the general practice was with regard to the duties of Prison Visitors appointed by Government, as differing from the work done by social workers, were a body appointed by Government to whose lot fell certain official duties and responsibilities. They are required to inspect Prison buildings, kitchens, cells, etc., to hear complaints by prisoners and sometimes to enquire into and award punishment on reports against prisoners. They may award punishment in excess of the punishment that the Governor of the Prison is by regulation empowered to award. I may be wrong, but that is my impression.

Social workers and persons interested in finding employment for prisoners on discharge are, I have always gathered, in quite a different position to that of the official Prison Visitor. Social workers attend the Prison with the permission of the governing body to see individual prisoners, to find out for what work a prisoner due for discharge is suited, to help in the education of prisoners, organizing concerts and means of recreation, etc. Such persons do not concern themselves with the administration of the Prison, they are solely concerned with the future of individual prisoners. I would say that there is room in Palestine for :—

(a) Prison Visitors officially appointed by Government to make an official investigation and report ;

(b) A Discharged Prisoners' Aid Society, which will help prisoners by looking out for work for them before the date on which they are due for discharge ;

(c) Social workers who will only concern themselves in individual prisoners and help the Prison Staff in the education of prisoners, in getting up concerts, means of recreation, etc., for prisoners.

I should say that any work on any of these three lines in Palestine is to be encouraged, in that by these different systems it is possible to obtain, through the Prison Visitors, an independent opinion on the state of the Prisons, and, through the social workers and Discharged Prisoners' Aid Society, direct encouragement to young adult prisoners not again to commit crime. Anything which tends to prevent a prisoner from committing crime and helps him to become a useful citizen is of value to the individual and the country generally, as stated in Part XVI of this Report under the head "Prevention of Crime."

PART XXI.

Criminal Intelligence Branch.

197. *Staff of the Criminal Intelligence Branch.*—When I inspected the Criminal Intelligence Branch in February, the staff consisted of a Superintendent in charge (Mr. J. F. Broadhurst) and two Assistant Superintendents (Mr. E. T. Cosgrove and Mr. B. Saig, M.B.E.), two finger print experts (Grade III clerks, Palestinian), a photographer (Grade III clerk, Palestinian), one woman clerk, Grade I (English), two Grade II clerks (Palestinian), three Grade III clerks (two female typists, Palestinian), and one clerk, ungraded (Palestinian), total strength three officers and ten clerks.

As to the duties which should be performed by this Branch of the Force, may I quote from a memorandum, dated 19th January, 1927, by Mr. J. F. Broadhurst. In this memorandum Mr. Broadhurst, who was in 1927 drawing £600 per annum plus allowances, asked to be advanced to the maximum salary of his Grade, namely, £750, because of the responsibility which fell upon him. Mr. Broadhurst addressed his memorandum to the Commandant of Police and asked that his application might be forwarded to the Secretary of State through the High Commissioner. The Commandant forwarded Mr. Broadhurst's application to the Chief Secretary by his letter of the 24th January, 1927, and stated "in view of the circumstances set forth by Mr. Broadhurst, if His Excellency the High Commissioner will agree, I am prepared to recommend that in March, 1927, Mr. Broadhurst should be granted three additional increments which will bring his salary up to £700 per annum." The High Commissioner declined to grant the application. The fact remains that Mr. Broadhurst in his letter stated that he was responsible for certain duties and asked for an increase of pay on account of his responsibilities. The Commandant supported Mr. Broadhurst's application. Mr. Broadhurst wrote in the third paragraph of his letter as follows :—

"I wish to invite attention to the fact that my position in the Police is of rather a special nature as I was specially selected by the Secretary of State for the Colonies to proceed to Palestine

to take charge of the Criminal Branch and since then my work and responsibilities have increased and are increasing. I am at present responsible for the following sections :—

Crime General,
Political,
Communism,
Criminal Records,
Finger Print Bureau,
Smuggling,
Press Censorship,
Naturalization applications,
Photography,
Deportation and Extradition.

In this connexion it is interesting to note that in Cairo a special officer (British) is appointed at £E.1,200 a year to deal with only one of these subjects, i.e., Communism, while a very large staff is employed on the other subjects."

We may take it then that these are the duties of the Criminal Intelligence Branch.

Mr. Broadhurst is aged 51, English, formerly in the Metropolitan Police, appointed to Palestine by the Secretary of State, on the application of the Palestine Government, to take charge of the Criminal Intelligence Branch. He assumed duties on the 28th March, 1924. Pay £675 plus expatriation allowance £100, plus house allowance £30, plus cost of living allowance £59 10s., plus £20 (approximately) compensatory allowance, total pay and allowances £884 10s.

Mr. E. T. Cosgrove is aged 36, English, served in the Army for five years. Joined the Palestine police as a clerk in the Criminal Intelligence Branch on 1st September, 1920, promoted Assistant Superintendent 1st April, 1926. Pay £440, plus expatriation allowance £50, plus house allowance £40, plus cost of living allowance £44 10s., total pay and allowances £574 10s.

Mr. D. Saig, M.B.E., is aged 32, Arab-Christian. Joined the Palestine police as clerk in the Criminal Intelligence Branch on 1st December, 1921. Promoted Assistant Superintendent on 1st April, 1926. Pay £470, plus cost of living allowance £42, total pay and allowances £512.

The first point that struck me on my inspection of the Criminal Intelligence Branch of the Force was that neither of the two English officers, who had been in Palestine and served with the Palestine police for six years and nine and a half years respectively, had passed the Arabic examination.

198. *The duties of the Criminal Intelligence Branch.*—I gathered that Mr. Cosgrove was responsible for the supervision of special reports of crime coming in from Districts, criminal records, Finger Print Bureau, the photographic branch and extradition. Mr. Saig was responsible for the political side of the work, communism, scrutiny of newspapers, applications for naturalization and deportation.

Mr. Broadhurst stated in his memorandum of 19th January, 1927, in which he applied for an increase of pay, that he was responsible for the whole of the work above referred to. As a matter of fact, I found it extremely difficult to trace any signs of a real hard day's work being done by Mr. Broadhurst in supervising or attending to details under any of the heads noted by him in his memorandum of 19th January, 1927. Mr. Cosgrove does a hard day's work, while Mr. Saig is the hardest working man in the whole Force. I asked Mr. Broadhurst to let me have a statement of the cases and enquiries personally investigated by him in the last three years. The statement shows that he investigated one case in 1927 (forging and uttering American visas); four cases in 1928 (one murder, one forgery and embezzlement of funds, one alleged case of causing abortion, one complaint against a Sub-Inspector of Police); one case in 1929 (forging of Persian passports); Mr. Broadhurst was on leave from 31st May to 11th December, 1929.

199. *Special Reports of Crime, Criminal Records, Finger Print Bureau.*—My criticism of this side of the work is that, for lack of intelligent direction and supervision, work of importance is being dealt with in a routine manner. For example :—

(a) *No intelligent supervision over special reports of crime.*—In paragraphs 160 and 161 of this Report I referred to a case of burglary committed at

Jerusalem on 28th-29th December, 1929, in which "by breaking in the window glasses, the culprits gained entrance into the room where the machines are." I mentioned how in this case no mention was made in the Special Report as to whether there are any traces of finger prints on the broken glass. No mention had been made of any search for finger prints. This report passed through the hands of Mr. Broadhurst and Mr. Cosgrove, but neither of these officers thought of returning the report to ask if finger prints had been traced or searched for, or, if so, with what success. I do not find any trace of reports from Divisions being sent back with queries. The reports come in, they are registered, and appear to be dealt with in a routine manner. As mentioned in paragraph 161, in the investigation of crime there is no such thing as "routine."

(b) *No intelligent summary of crime is prepared.*—The Branch does not prepare any intelligent summary of crime or any comparative statement showing whether crime in any District is on the increase or not. The Superintendent, Southern District, for example, sends to Headquarters a special report in every case of serious crime which occurs in his District. It is of value and of interest to him to be informed from time to time how the state of crime and the detection of crime in the Southern District compares with the Northern and Jerusalem Districts. Supposing, for example, that a quarterly summary of crime in Palestine was prepared, showing whether in the second quarter of the year there had been more or less crime than in the first quarter, how the state of crime compared with crime committed in the corresponding quarter of the previous year, in what Districts crime had been on the increase, whether any particular form of crime was prevalent in all Districts, what success had been met with in the detection of crime, such a statement would be of great help to all Police officers in giving them an idea of what to look out for in the current quarter of the year. Special patrols might have to be organized to deal with a class of crime that might appear to be on the increase all over the country. The Judges, Magistrates, District Commissioners, Area Officers, and District Officers would be able to gather from such a statement what the extent of crime was in the judicial area or in the District for which they were responsible.

What is compiled at the present time is a bi-monthly record of every case of crime which has been committed in Palestine in the course of the past fortnight, with a report of the result of trials and investigations referred to in previous reports. The list of these cases alone runs to some nine pages; five or six lines are written about each new case. It struck me at once that here is a statement which must take someone a lot of time to compile, and I cannot see that a statement of this kind serves any useful purpose in proportion to the labour and cost involved in preparing it. It is no use to the Police officer in whose District the crime has been committed. He knows all about the case already, and so does the Criminal Intelligence Bureau, for they have received his report. The Commandant or any officer at Headquarters can see the original report of every case of crime in the Intelligence Bureau at any time. The whole object of a special report in every case of serious crime being sent to the Intelligence Branch is that the report is available for reference at Headquarters at any time. It is no use to Police officers in other Districts, for if action had been required of them to search a house, arrest an absconder, look out for stolen property, etc., they would have been telegraphed or telephoned to direct by the Police of the District. The Chief Justice, Officer Commanding, Arab Legion, and the Police officers I have spoken to all stated that the statement was of no value to them. Attached to the statement are six more pages of details of newly registered convicts, a list of prisoners released from jails and lock-ups and a list of persons deported. There is no necessity to send out 188 copies of such matter. The list of persons deported might, if necessary, be sent to the Colonial Office, the Chief Secretary and, say, to Egypt and Syria. Six copies of this part ($\frac{1}{2}$ sheet) might be typed. The details with regard to criminals to be discharged from jail could be sent direct from the jails to the Districts from which the prisoners were admitted to jail, and the Districts to which they are likely to go on release. There is no necessity to distribute 188 copies of such a list.

This lengthy document, which is called the *Bi-monthly Criminal Intelligence Gazette*, runs to 15 pages. It has not only to be prepared in English, but it has

to be translated into Arabic. It has then to be typed and roneoed and copies have to be despatched by post. 67 copies in English and 121 copies in Arabic are sent out every fortnight. Copies go as far afield as the Colonial Office, Cairo, Syria, and Iraq. The amount of work that is involved in preparing this statement is considerable. One clerk collects the material. It has then got to be translated, and I found the time of the finger print experts being taken up with this, with the result that their own work was getting into arrears. It has then got to be typed, roneoed, bound together, and despatched. Two clerks, a typist, a British constable, and a boy all lend a hand in compiling and despatching this document. As will be seen in a later part of this Report, the time of these officers could have been more usefully employed in other directions. Apart from the waste of labour, about 3,000 sheets of paper are used in making the 188 copies of this statement every fortnight. I cannot believe that this bi-monthly statement is of value in proportion to the expense and amount of time taken in compiling it. I was anxious to get it stopped at once, but I was informed by the Commandant that it could not be stopped as a copy went to Sir John Shuckburgh personally at the Colonial Office. Might the point now be definitely raised with the Colonial Office as to whether a quarterly summary of crime, intelligently compiled by the head of the Criminal Investigation Branch, giving an indication as to the state of crime in each District and in the whole country, comparing the volume of crime with the crime committed in the previous quarter, or with the corresponding quarter of the previous year, stating whether any steps should be taken by Officers in charge of Districts to give special attention to the prevention and detection of any particular form of crime, would not be more useful? As noted above, a statement of deportations, if necessary, could be sent on a half sheet of paper to the Colonial Office, the Chief Secretary, Egypt and Syria. If any information was required at any time by the Colonial Office with regard to any particular case the information could be obtained by telegraph. A copy of the special report which is received in each case could be forwarded at any time if required.

It has already been suggested in paragraph 155 (h) that there should be a quarterly summary of crime kept at each station, so that visiting officers can see at a glance whether crime in their station area is on the increase or not. As stated in paragraph 155 (h), if a monthly summary is kept, a number of the cases will be still pending in Court. If an annual summary is kept it is too late in February, 1931, to start taking steps which should have been taken in April, 1930, to prevent crime. A quarterly summary will, I think, be found to be the most suitable for all purposes. If this is approved there will be in each station and District a quarterly stock-taking of crime. Each station will have its quarterly summary for the station area, each Division for the Division, each District for the crime in that District. The Superintendent in charge of each District will send in his summary for the District at the end of the quarter, and, from the District returns and from his own knowledge and observance, the head of the C.I.B. will prepare a summary for the whole of Palestine on the lines indicated above. This quarterly summary might be sent to the Colonial Office, Chief Justice, Chief Secretary, and the Judges, Presidents of District Courts and Magistrates, District Commissioners, Area Officers, District Officers, Trans-Jordan, Cairo, Iraq, Syria, and Police officers.

(c) *Finger Print staff being used for other duties.*—In the Police estimates there is provision for two finger print experts. One expects to see two such men employed in examining and reporting on finger prints sent to them for identification and also in examining and reporting on finger prints found at the scene of crime. When I inspected the Finger Print Bureau I found the work in arrears. The staff were five days behind in entering up their record of search slips received, a record which should, of course, be entered up daily as search slips are received. The finger print experts stated that they were being continually called upon to attend to other duties, and, although they worked long hours to try and keep up with their work, they could not do it, and their legitimate duties fell into arrears. I made enquiries and found this to be true. The two finger print experts were being called upon to do translation work (Arabic—English) in regard to petitions and letters and in the preparation of the bi-monthly Criminal Gazette above referred to. They also attend to

extradition papers. One of the finger print experts informed me that he had to go out on enquiries at times with the Assistant Superintendent, Mr. Cosgrove, to interpret for Mr. Cosgrove. Mr. Cosgrove, on being questioned, stated that he had no one else to take with him. It will be noted that Mr. Cosgrove, though employed in the Criminal Intelligence Bureau and having been 9½ years in the Police, has not passed any examination in Arabic. I informed Mr. Cosgrove that, to take one of the two finger prints experts away from his work to go and interpret for him was rather like a railway officer taking an engine driver off the foot plate, when he was short of a guard, and then discovering there was no one to drive the engine. As regards the translation work Mr. Cosgrove stated that they once had a very good clerk translator in this Branch, Mr. Hanna, who used to do all the translations for the *Bi-monthly Criminal Intelligence Gazette* and translate petitions, etc. Mr. Hanna went elsewhere on promotion and, when his successor arrived, he was allotted to the Administrative Branch of the Headquarters Office, and Mr. Hanna's place in the Criminal Investigation Branch had never been filled. The Criminal Investigation Branch was therefore working short-handed. On enquiry from the Deputy Commandant I was informed that the Police had lost a clerk through the total number of clerks in the Department being cut down, so that they absorbed Mr. Hanna's successor into the Administrative Branch when he arrived. The Commandant and the Deputy Commandant had full knowledge that the two finger print experts were being employed on these extraneous duties in the manner described, for the matter was reported in writing in May, 1928. I can only say that personal supervision by the Commandant or Deputy Commandant would have made it clear that they were putting far too much work on two finger print experts, with the result that their legitimate work of attending to finger prints, which no one else could do, was suffering, and the clerks themselves were suffering by having to work long hours. Finger print work is being done in a room with a bad light, and I can only say that the impression conveyed on me was that the organization which permitted this was not policeman-like. It was impossible for me to judge the work of the finger print experts under these conditions, so I asked for them to be released of all extraneous duties such as translation and interpretation work for one week, so that I could judge how they attended to finger print work only. I inspected the Finger Print Bureau again in a week's time and found that, left to their legitimate duties, both the finger print experts were quite competent men at their work, and they can keep the work of the Finger Print Bureau up to date.

(d) *Photographic Branch.*—The photographic work is good. The Force has been well supplied with cameras and photographic material, and the Photostat apparatus issued for use at Jerusalem, Jaffa and Haifa, should ensure that copies of documents and papers relating to communists, etc., are obtained in a short space of time.

The impression conveyed on me by inspection of Mr. Cosgrove's work was that he and his staff were working hard, but that a great deal of labour was being wasted on matter of little, if of any, value, while really important matters were not receiving the attention they needed. In fact, the Branch lacks intelligent direction and supervision. Mr. Cosgrove as a records officer would, I imagine, be quite competent. If he wants to be anything more than a records officer he should pass the examination in Arabic.

200. *Political side, Communism, Scrutiny of Newspapers, Applications for Naturalisation, Deportation, etc.*—Mr. Saig, Officer in charge of this side of the Intelligence Branch, appeared to me to be working very long hours. He works in his office from 7.30 a.m. to 2 p.m., from 3.30 to 6.30 p.m. and he works at home from 8.15 to 10.30 p.m. He does this every day and yet he cannot keep pace with the work. Mr. Saig is the hardest working man in the whole Force. It is no fault of his that the work is not being attended to as it should be. I asked Mr. Saig to let me have a statement of the work for which he was responsible. The statement is here submitted.

Subjects dealt with by the Special Branch.

(1) All matters concerning Arab political movement and all other matters of a political nature.

(2) All matters concerning the communist and labour movements, including strikes, elections, unemployment, illegal assemblies, public meetings, etc.

(3) Matters relating to the Immigration Ordinance, including prosecution, exclusion of undesirables, etc.

(4) Matters relating to Jewish affairs.

(5) Deportation of aliens and political undesirables.

(6) Repatriation of Palestinians from foreign countries.

(7) Naturalization and all matters of police interest in connexion with Citizenship Order in Council.

(8) Perusal of local newspapers and the scrutiny of all non-periodicals. The Hebrew are perused by the Hebrew translator, who translates items of interest, also applications for newspapers and other press matters.

(9) Censorship of letters.

(10) The scrutiny of all documents seized from communists and translation by the Hebrew translator of all documents required to be produced in cases of prosecution.

(11) Scrutiny of applications from Soviet citizens for admission into Palestine.

(12) All applications for forming societies and all subjects connected with the Law of Associations.

(13) Dealing with all correspondence of the Special Branch.

(14) Compilation of the Weekly Appreciation Summary and taking action on the Daily Intelligence Summary.

(15) Maintenance of liaison with Egypt, Syria, Iraq and in certain cases with India and Scotland Yard.

(16) Collection of "intelligence" and reports from the Headquarters Agents and taking action thereon.

(17) The direction and control of work of the Special Sections in the Districts.

In some countries a statement of this kind might give the impression that a lot had to be done, but in fact the number of cases of applications for naturalization, applications from Russian immigrants, cases of deportation, etc., might be so few and there might be so little of importance in the local political situation, that there was really very little to be done. This is not the case in Palestine. The political situation is one of world-wide importance. There is a constant stream of immigrants from Russia and Poland and from other countries. It has been laid down by the Secretary of State (Cmd. 1700, page 19) that "it is necessary also to ensure that persons who are politically undesirable are excluded from Palestine, and every precaution has been and will be taken by the Administration to that end."

The monthly average of applications for naturalization which are referred to Mr. Saig for report is 370, of applications from Russian immigrants 105. In 1928 there were 413 cases of deportation, in 1929, 265. All this is most important and responsible work and, as has been noted, there was a volume of it. The only staff which Mr. Saig has to assist him in this work consists of five clerks:—

1 Grade I clerk (an English lady confidential stenographer),

1 Grade II clerk (Palestinian),

3 Grade III clerks (all Palestinians, 2 girl typists),

1 Ungraded clerk (Palestinian),

that is to say Mr. Saig is the only Police officer in this Branch, the only assistance he has is clerical. Let us now examine how the work under these conditions is being done.

(A) *Political*.—Mr. Saig was held responsible for preparing and submitting a "Weekly Appreciation Summary" of the political situation in Palestine. This Summary goes to the Chief Secretary and copies go to the Air Officer Commanding to Trans-Jordan, and various authorities. Mr. Saig took a great deal of trouble and put himself to a lot of work in preparing this Summary, but if I may be permitted to say so the document which was submitted each week, though it contained a lot of matter and ran to some nine pages, did not convey in a lucid form the information which a Government wants. It appears to me that what a Government wants is a résumé of the incidents of the past week with an intelligent forecast of what may possibly be expected in the near future. What the Officer Commanding the Military Forces wants to know is whether there is any likelihood in the near future of his having to adopt the "precautionary" stage of defence, if so, he can pass word to the Officers Commanding Units to be in readiness in case called upon. The Government and the Air Officer Commanding have a great deal of work to get through and they do not want submitted to them each week a collection of reports by agents and much reference to the activities of communists from which they are expected to draw their own inferences as to what may or may not happen in the near future.

Mr. Saig receives daily from each district a report of rumours, meetings held, activities of communists, etc. These reports he faithfully reproduced in the "Weekly Appreciation Summary." The result was that the "Summary" ran to many heads and many pages. Mr. Saig did his best in a position in which, in my opinion, he should never have been put. Mr. Saig has a very good knowledge of the communists in Palestine and a good grip of the history of the communist Movement. This is his strongest point. If I may say so it is almost an obsession with him. An officer with his knowledge of communists could have been most usefully employed under an officer who could have taken a broad view of the general political situation. By birth, upbringing, and training Mr. Saig is very much handicapped in taking a broad view of the situation in Palestine. In a country in which the main political issue is the relations between Arabs and Jews, it seems hardly fair to call upon a Christian-Arab to be the officer responsible for giving Government an intelligent résumé of the general situation. As mentioned in paragraph 4 of my Report, when it comes to dealing with Jews, there is little difference between the Arab-Christian and the Arab-Moslem in Palestine. I do not mean to suggest or to imply that Mr. Saig is not scrupulously loyal and honest in all he endeavours to do. I am sure he is a most devoted officer; but I do say that in a Police Force which has 47 officers, of whom 35 are British, it is to my mind wrong that the responsibility for keeping Government informed of the political situation should have been entrusted to a junior Arab Assistant Superintendent, ranking 35th in the seniority list of officers.

(B) *Communism*.—Mr. Saig's knowledge of communists and of communism generally, does him the greatest credit. He has made a special study of this subject, and this knowledge under intelligent direction and supervision could be put to good use. In applying this knowledge to everyday police matters Mr. Saig does need supervision, as will be noted under the head "Applications for Naturalization."

(C) *Scrutiny of Newspapers*.—Though the Criminal Investigation Branch must necessarily read all newspapers, the actual examination of newspapers for Government is at the present time being carried out in the Chief Secretary's Office.

(D) *Censorship of Letters*.—In the censorship of letters everything depends on the letter reaching the person to whom it is addressed without any sign or indication of the letter having been examined. If the letter is delayed the receiver will notice the delay between the despatch and receipt of the letter and he will arrange for his letters in future to be sent to him through another person at another address. For this reason it is an invariable rule that letters must never be delayed more than one post. I inquired from the Postmaster-General what the practice in Palestine was and he informed me that letters had been delayed by the Police for several days. He stated that at Jaffa in one case a letter had been delayed for some seven to ten days and they were now being delayed three days. In one case the addressee had written to him and complained that his letter had been delayed. This is bad "Police" work. As stated, photostat

machines have been supplied at considerable expense to the Police at Jerusalem, Jaffa, and Haifa, and it only takes a minute or two to obtain a photograph of any document. There is a photostat machine within a few yards of Mr. Saig's office at Jerusalem. I inquired into the matter and found that there was no system or check on the receipt and despatch of letters. I arranged with the Deputy Commandant that in future there should be such a check and that no letters be delayed more than one hour. I mention the point as indicating the lack of a good system of organization and supervision. Mr. Saig again was solely responsible for this duty and the unfortunate man did not get the time to attend to all the important duties that had been cast upon him. I do not blame Mr. Saig, I blame the officer responsible for putting him in this impossible position.

(E) *Applications for Naturalization*.—When I saw the Chief Immigration Officer on 13th March, he informed me that he was experiencing great difficulty in getting reports from the Police. He informed me that 1,200 applications for naturalization were with the Commandant of Police. He stated that one had been with the Commandant since the 18th March, 1927, 40 since 1928, 150 for over nine months, 1,000 since the 1st July, 1929. The Chief Immigration Officer stated that he had written to the Acting-Commandant (Major Saunders) on 9th July, 1929, and brought the matter to notice and that he had again written on 10th March, 1930, but that applications for naturalization were still outstanding and had been delayed for a very long time. He also complained that applications from Russians to be allowed to come to Palestine had been delayed for three months. He obtained an answer to an inquiry from London quicker than he could obtain an answer from the Palestine police. Applications for passports by 700 applicants who were called "Secret File Applicants" had been delayed up to three months.

On inquiry I found that the Chief Immigration Officer's letters had been received in the Police Office and they are here quoted.

" 9th July, 1929.

" Dear Saunders,

" With regard to our conversation to-day on the subject of delays in your department to applications for naturalization your people in the districts seem to be making elaborate inquiries when these were never intended.

" All that is required and authorized when these are referred in the first instance—I don't refer to the later reference from our headquarters to your C.I.B.—is a certificate that nothing is known against the applicant. The giving of this certificate should involve a reference to your local records only, not outside enquiries, and could, I think, always be forthcoming within a few days.

Yours sincerely,
A. M. HYAMSON.

Major Alan Saunders, M.C.,
A/Commandant of Police."

" 10th March, 1930.

" Dear Saunders,

" Will you look at my Perm./383/1 of the 9th of July last ?

" These naturalization cases are still suffering very serious delay in your office.

" I attach a list of those that have been with you over eight and a-half months—one of them *three years* and many over a year.

" Will you oblige me by having all of these settled and getting your people to move more rapidly with the others ?

Yours sincerely,
A. M. HYAMSON.

A. Saunders, Esq., M.C.,
Department of Police and Prisons."

I obtained the list which the Chief Immigration Officer had forwarded with his letter of the 10th March, 1930, and I found that the list included one case outstanding since the 18th March, 1927, 41 since 1928, and 166 for over nine months. I took out of the list five names and asked to see the files of these five cases. The best way to describe the manner in which this work is being dealt with is to give a brief summary of these files. In this summary "I.M." denotes Chief Immigration Officer and "C.I.B." denotes the Criminal Investigation Branch, "D.S.P." means District Superintendent of Police.

Applications for naturalization sent to C.I.B.

1. *Jacob Kaminetzky.*

18th March, 1927. I.M. sends application to C.I.B.
 11th July, 1929. No reply, attention invited by I.M.
 29th July, 1929. C.I.B. reply no trace of original application. Duplicate asked for.
 15th August, 1929. I.M. reply no duplicate. Fresh application sent to C.I.B.
 18th November, 1929. I.M. invites attention.
 31st December, 1929. Application of 15th August, 1929, sent out by C.I.B. to D.S.P. Jerusalem District for the first time.

(NOTE.—Three and a half months after duplicate had been received.)

2nd February, 1930. D.S.P. Jerusalem District reports "No Police objection to the above named acquiring Palestinian citizenship."

(NOTE.—It took Jerusalem District nearly two months to make this report.)

3rd March, 1930. Order made by Mr. Saig, "Please pass application."

(NOTE.—It took a month to make this order after receipt of favourable report from Jerusalem police.)

2. *Eliahu Erlich.*

13th April, 1928. I.M. sends application to C.I.B.
 16th May, 1928. D.S.P. Jerusalem District asked by C.I.B. to report.

(NOTE.—Delay of one month.)

4th June, 1928. D.S.P. reports to C.I.B. "Communist and member of the Gedud (Left). Naturalization not recommended."

30th June, 1928. Further details called for by C.I.B. from the D.S.P. Jerusalem.

10th August, 1928. Attention of D.S.P. invited by C.I.B.

(C.I.) 16th August, 1928. D.S.P. Jerusalem reports to C.I.B. "Nothing else known but that already reported on 4th June, 1928. No leader and has not displayed any noteworthy activity."

24th January, 1929. C.I.B. writes to D.S.P. Jerusalem and asks if he has any additional information.

(NOTE.—Delay of five months between report by Jerusalem police and request for further report.)

8th February, 1929. D.S.P. reports "Left for Russia."

15th February, 1929. C.I.B. asks Jerusalem District to state date of departure.

1st March, 1930. Jerusalem District report "Left eight months ago. Exact date not known."

3. *Feivel Goldstein.*

21st April, 1928. I.M. sends application to C.I.B.

22nd December, 1928. C.I.B. sends to D.S.P. Northern District for report.

(NOTE.—Delay of 8 months before report is called for.)

(C. 2.) 19th January, 1929. D.S.P. Northern District reports "No Police objection."

6th February, 1929. C.I.B. sends report back to D.S.P. Northern District "as the Special Branch has under supervision one of the same name."

3rd July, 1929. I.M. invites attention.

19th July, 1929. C.I.B. writes to D.S.P. Southern District and invites attention.

(NOTE.—Application had been sent to the Northern District.)

8th October, 1929. I.M. invites attention.

17th November, 1929. I.M. invites attention.

20th November, 1929. C.I.B. writes to D.S.P. Northern District invites attention.

23rd November, 1929. D.S.P. Northern District reports "Reported to be working as a shoemaker for members of the Gedud Avoda in Tel Yusef. He is a member of the Wesher Group Poale Zion."

21st December, 1929. C.I.B. calls for further report from D.S.P. Northern District. Further Police correspondence then ensues and I.M. invites attention on 31st December, 1929, and 3rd March, 1930.

11th March, 1930. Chief Secretary addressed by Commandant of Police with recommendation that application should be deferred for one year.

(NOTE.—It had taken almost a year for this report to be made from the date of the original application.)

4. *Joseph Rubenstein.*

12th March, 1928. I.M. sends application to C.I.B.

8th June, 1928. C.I.B. writes to D.S.P. Southern District.

6th July, 1928. D.S.P. Southern District reports.

31st July, 1928. C.I.B. calls for further report from D.S.P. Southern District.

30th August, 1928. Further report from D.S.P. Southern District.

4th September, 1928. C.I.B. calls for further report from D.S.P. Southern District.

8th March, 1929. D.S.P. Southern District reports again.

12th March, 1929. I.M. asked by C.I.B. to give "last address."

17th March, 1929. I.M. replies. Correspondence then between C.I.B. and Southern District.

15th March, 1930. Still under correspondence.

(NOTE.—This application has been under correspondence for two years.)

5. *Nindel Guttman.*

24th May, 1928. I.M. sends application to C.I.B.

9th June, 1928. C.I.B. writes to D.S.P. Northern District.

9th August, 1928. D.S.P. Northern District reports "Not recommended and further enquiries being made."

7th September, 1928. D.S.P. Northern District reports "Not recommended. Applicant reported now to be living in Jerusalem."

15th October, 1928. Jerusalem Police report "living at Tel Aviv."

7th March, 1929. Tel Aviv report applicant cannot be traced.

12th March, 1929. C.I.B. write to I.M. and ask for present address.

23rd April, 1929. I.M. gives present address.

3rd May, 1929. D.S.P. Northern District asked to report.

(C.3.) 19th June, 1929. D.S.P. Northern District reports "No objection."

10th July, 1929. C.I.B. ask D.S.P. Northern District to give further details.

21st August, 1929. D.S.P. Northern District reports "Nothing against him has been observed in this district."

15th March, 1930. Still under correspondence.

The point which strikes one about these cases is firstly the unbusinesslike way in which the correspondence has been handled. The delay in sending applications out for report. Delay when report has been received. Secondly that when the application has been referred to the Superintendent of Police of the district for report and a report is received that there is no objection to the application, a reply is not then sent in by the Criminal Investigation Branch to the Chief Immigration Officer but the file is kept going by the Criminal Investigation Branch and further reports are called for to see if there is anything else which can be discovered about the applicant. I beg reference to the reports:—

District Superintendent of Police, Jerusalem District (marked C.1 in case 2),

District Superintendent of Police, Northern District (marked C.2 in case 3),

District Superintendent of Police, Northern District (marked C.3 in case 5).

I mentioned in sub-paragraph (C) above that while Mr. Saig had taken a special interest in the study of communism, the matter has almost become an obsession with him; and in paragraph (B) I stated that in applying this knowledge of communists in everyday police matters Mr. Saig needed supervision. I think these cases are an example of this. Mr. Saig is so keen on not letting a communist slip through his hands that he does not accept the report of the District Police that there is no objection to naturalization but calls for further reports. This habit and the fact that Mr. Saig is overburdened with other work is the reason why these applications for naturalization have been so delayed. Mr. Saig is a most worthy and hard-working officer, but, as stated, he is a very junior Arab Officer and in this and other work he needs supervision. I could see no trace on any of the files relating to applications for naturalisation of any order by any superior officer. I do not see that Mr. Saig has received any supervision or guidance in this work.

(F) *Deportation.*—In Part XXIII of this Report under the head "Officers" reference will be made to the manner in which a deportation case was dealt with by Police officers in the Jerusalem district. It appears to me that this important work requires special supervision.

201. *The Criminal Investigation Branch is the weakest part of the Force.*—In paragraphs 199 and 200 reference has been made to a large part of the work

which the Criminal Investigation Branch is responsible for. It has been noted that as regards that part of the work which Mr. Cosgrove is responsible for, all concerned are working hard, but the work is suffering from the lack of intelligent direction and supervision. In the other part of the work for which Mr. Saig is responsible it has been noted that a very junior Arab officer has been called upon to fill one of the most responsible and important posts of the Police Force. He has been smothered with work and has received no assistance in endeavouring to carry it out. Mr. Saig's branch is suffering for want of intelligent direction and supervision. In a country where the supply of accurate, useful, and prompt intelligence by the Police is particularly important, I found the Criminal Investigation Branch to be the weakest part of the Force.

The question is then asked, why was Mr. Broadhurst, the Officer-in-charge of the Criminal Investigation Branch not required to perform the duty of preparing the "Weekly Appreciation Summary?" Why was Mr. Broadhurst not required to take over the work of dealing with applications for naturalization? Why was Mr. Broadhurst not required to deal with the interception of letters?

The answer given by the Commandant is that Mr. Broadhurst was not competent to do the work. We have the position then of Mr. Broadhurst, a British officer, drawing in all £884 10s. a year, one of the most senior officers of the Police, not being considered competent to do work which has been entrusted to a junior Arab officer who is drawing £512 a year. On account of his incompetence, I gather Mr. Broadhurst was not allowed to exercise any supervision at all over Mr. Saig. Mr. Broadhurst saw nothing of the work which passed through Mr. Saig's hands. Mr. Saig was held directly responsible to the Commandant. As stated in paragraph 198 Mr. Broadhurst investigated one case in 1927, four in 1928 and one in 1929. He made no intelligent queries on special reports of crime received from districts as has been noted in paragraph 199 (a) and the *Bi-Monthly Criminal Gazette*, which was compiled entirely by subordinates, is of little value. No intelligent summary of crime is prepared or issued.

One wonders how Mr. Broadhurst spent his day. Questioned about his work, Mr. Broadhurst states that he was not allowed to interfere in Mr. Saig's work, but it will be noted that in his application for more pay on the 19th January, 1927, Mr. Broadhurst urged that he was responsible for this work and quoted his increased and increasing responsibilities as one of the reasons for his request (paragraph 197).

The question is raised why was an officer who is considered incompetent kept in this responsible post of Superintendent-in-charge of the Criminal Investigation Branch and paid £884 10s. a year? As mentioned in paragraph 91 of this Report, in a Police Force there are four "key" positions namely the Head of the Force, his Deputy, the Head of the C.I.D., and the Officer-in-charge of the Training School. How came Mr. Broadhurst to be filling one of these "key" positions? How came it that when in 1927, Mr. Broadhurst urged that he was responsible for the "political, communism, naturalization, deportation" side, amongst others, of the Criminal Investigation Branch, and asked for more pay on account of his responsibilities, that the Commandant supported his application? Who is responsible for this state of affairs?

202. *Responsibility for the Condition of the Criminal Investigation Branch.*—On 28th June, 1923, Mr. Mavrogordato addressed the Chief Secretary and recommended that a despatch be addressed to the Secretary of State requesting the appointment of an officer to fill the vacant post of head of the C.I.D. on £550-750 with the usual allowances.

Mr. Mavrogordato asked that:—

"the officer selected should be one who is thoroughly conversant with all branches of C.I.D. work, and preferably should be one who has been trained at Scotland Yard.

"He should have full knowledge of the following:—

- (a) Finger print system, including classification and filing.
- (b) Criminal investigation.
- (c) Criminal Law and Law of Evidence.
- (d) Conducting of cases and Court procedure.

- (e) Special Branch work (Scotland Yard).
- (f) Political investigations and anti-Bolshevist Measures.
- (g) Registration and Classification of Criminals.
- (h) Office Management.

* * * * *

"He should be a man with a good record and of wide experience. He must speak French and if possible German, and be prepared to learn Arabic.

"Should my recommendations be approved I would ask that great stress be laid on the above points and great care exercised in the selection of the officer as on him will greatly depend the reorganization and successful running of the C.I.D. which I hope to bring about."

It will be seen that Mr. Mavrogordato knew what he wanted and realized the importance of the office. It will be noted that the officer appointed was "to be prepared to learn Arabic."

The Secretary of State by his letter of 24th February, 1924*, offered the appointment to Mr. Broadhurst, who was at the time serving in the Metropolitan Police, on certain conditions. Amongst these were the following:—

Mr. Broadhurst was to be seconded from the Metropolitan Police for service in Palestine from the date of his appointment to the date of his retirement from the Metropolitan Police. Mr. Broadhurst was to retire from the Metropolitan Police on the date he became eligible to retire voluntarily on pension.

"3. On the date of your retirement, the Palestine Government will, provided that your services are satisfactory and provided that they desire to continue the post to which you are appointed, offer you a permanent and pensionable post in the Palestine Service, but you must understand that no undertaking can be given at present that such an offer will be made to you; and that it is possible that your appointment may be terminated on the date mentioned.

"4. If such an offer is made to and accepted by you, you will be permitted to draw such pension in respect of your Metropolitan Police Service as is allowed by the Regulations of that Force, concurrently with the salary of your Palestine appointment, and will continue to receive the salary of that appointment with increments as from the date of your appointment."

* * * * *

"10. You will be required within a reasonable period after your arrival in Palestine to pass an examination in the Arabic language."

* * * * *

It was on these terms that Mr. Broadhurst was appointed. He sailed for Palestine on 14th March, 1924, and reported for duty on 28th March, 1924.

It will be noted that the Palestine Government had the option of offering Mr. Broadhurst a permanent appointment. If Mr. Broadhurst was not satisfactory or did not come up to the standard required by Mr. Mavrogordato stated in his letter of 28th June, 1923, Mr. Mavrogordato had only to say so and Mr. Broadhurst would, in accordance with the conditions of the Secretary of State's letter, have left Palestine and retired on pension from the Metropolitan Police.

On 3rd April, 1925, by his letter P.83/106 Mr. Mavrogordato wrote to the Chief Secretary as follows:—

"I have to refer to the Secretary of State's despatch No. 387 of 11th March, 1924†, and the enclosures thereto, copies of which were forwarded to me under cover of your 12485/P of 24th March, 1924.

"2. Mr. Broadhurst reported for duty on 28th March, 1924, and has carried out his duties to my satisfaction and I, therefore, recommend that he should be offered a permanent and pensionable appointment in accordance with the terms laid down in Sir John Shuckburgh's letter No. 8491/1919 of 29th February, 1924."

* * * * *

On 19th May, 1925, the Chief Secretary wrote to the Commandant that the Secretary of State "has approved of the offer to Mr. Broadhurst of permanent and pensionable appointment in his present grade with effect from the 22nd May, 1925, in accordance with the terms of Colonial Office letter of 29th February, 1924.

"I am to request you to cause the officer concerned to be informed accordingly."

It will be here noted that one of the terms of the Colonial Office letter of the 29th February, 1924, which was referred to by the Chief Secretary was, "You

* 8491/19. Appts.

† 8491/19. Appts.

will be required within a reasonable period after your arrival in Palestine to pass an examination in the Arabic language."

The Chief Secretary's letter of 19th May, 1925, was communicated to Mr. Broadhurst, who wrote on 20th May, 1925, "I accept the offer and terms as set out in correspondence under reference."

In his Annual Confidential Report, Mr. Mavrogordato reported on the work of Mr. Broadhurst as follows:—

8th January, 1925. "This officer has the interests of his work at heart and his experience as a Police officer in London and as an A.P.M. during the War has been most useful."

"The work of the C.I.D. under his direction is improving."

22nd December, 1926. "Mr. Broadhurst has carried out his duties during the past year to my entire satisfaction."

23rd December, 1927. "This officer has performed his duties to my satisfaction."

21st December, 1928. "Mr. Broadhurst has carried out his duties during the past year in a satisfactory manner."

As previously stated on 24th January, 1927, Mr. Mavrogordato recommended that Mr. Broadhurst, who was then drawing £600 a year, should be granted three additional increments which would bring his salary up to £700 a year.

On 13th September, 1927, Mr. Mavrogordato recommended that an application by Mr. Broadhurst for the post of Commandant of Police, Gibraltar, be forwarded to the Secretary of State.

The first criticism of any kind on record of the work of the Criminal Investigation Branch which I have seen is a report by the Chief Secretary to the High Commissioner dated 14th September, 1929, which reads as follows:—

"It would appear that the C.I.D. requires to be enlarged and its scope widened, so that early information can be made available regarding outbreaks such as that of the 23rd, regarding which there had been no C.I.D. forecasts."

The High Commissioner made order as follows:—

"The C.I.D. should be widened and its scope enlarged as suggested. Commandant of Police to submit proposals."

On 15th October, 1929, Mr. Mavrogordato wrote to the Chief Secretary and recommended that Mr. Broadhurst's services be terminated under Regulation 50 of the Colonial Regulations. Mr. Mavrogordato stated:—

"It is quite evident that for the future I shall have to run two Branches as Auxiliary to my Headquarters. These will be the Special Branch and the Criminal Branch each working independently under a Superintendent. These positions are held at the moment by Mr. B. Saig, M.B.E., and Mr. E. T. Cosgrove, respectively."

"The Special Branch will deal with Communism, anti-Government agitation, Political Intelligence, Press and other kindred matters."

"The Criminal Branch will deal with crimes generally."

"What I require now is an officer to take charge of these two Branches and run them efficiently. Mr. J. F. Broadhurst cannot do this as he lacks the capability and is temperamentally unsuitable."

"As regards the general re-organization of this section of the Police Department it will be realized that this is a matter which requires careful consideration and study and I regret that so far I have not been able to devote the time to it. There are so many things that must be attended to daily that it is difficult to find time which will allow of concentration on any particular subject. At present I am running the supervision of the Special Branch myself and must continue to do so until I can be relieved by an officer capable of undertaking the work. Mr. Broadhurst could not do this."

It will be noted that Mr. Mavrogordato stated "At present I am running the supervision of the Special Branch myself."

On 26th November, 1929, Major Saunders (Deputy Commandant) made the following report to the Commandant:—

"Between August 23rd and 25th last, the Officer Administering the Government asked me what Police officers then on United Kingdom leave I desired to have recalled in view of the disturbances."

"I named certain officers for immediate recall, and on being asked whether J. F. Broadhurst should not be recalled I informed the Officer Administering the Government that I did not

desire his recall as I personally could not adequately employ him having regard to the disturbed state of the country."

"Since March, 1926, when I assumed the acting appointment of A.I.G.P. owing to the illness of the I.G.P. and from April, 1926, when I assumed my present appointment as Deputy Commandant, my duties have brought me into close official contact with J. F. Broadhurst, as Superintendent Criminal Branch. In the course of the last 3½ years I have quite definitely formed the opinion that he is wholly unsuited to hold an administrative appointment of responsibility."

"I believe I am correct in stating that the appointments held by him in the London Metropolitan Police previous to his coming to Palestine were not of an administrative nature and that during his 25 years in the London Police he was never trained to nor ever held an administrative appointment. It is not to be expected therefore that he could bring the necessary administrative abilities to bear on his appointment in Palestine."

"In my opinion he is further unsuited for any such appointment for the following reasons:—

- (1) he has no tact, but a natural ability for 'rubbing people up the wrong way,'
- (2) he has not that necessary and primary police quality of being able to keep his mouth shut. He talks too much and too indiscreetly,
- (3) he is extremely poor on paper,
- (4) he is extremely excitable and cannot bring a clear mind and a cool head to bear on police matters when these essentials, so particularly essential in Palestine, are most necessary."

"Since 1926 it has been necessary to bring the work of the Criminal Branch throughout the Force on to a uniform system—this has entailed the issue of a large number of Administrative Circulars. I cannot admit that Mr. Broadhurst has been of any real assistance to me in this respect as he has never been able to apply his police experience in the London Metropolitan Police to the particular and peculiar needs of Palestine. He has not been able to appreciate the lines on which the Criminal Branch should be developed, and in consequence what little development and improvement has been undertaken in the last few years has been the work of others."

"In the last 3½ years I have found it necessary to rely less and less on his advice, either asked for or given voluntarily, as it has been borne in upon me, as the officer responsible to the Commandant for the proper and efficient administration of the Force, that Mr. Broadhurst has none of the abilities necessary for the proper administration of a Criminal Branch of a Force such as that of the Palestine Police."

"In conclusion I would say that I do not consider Mr. Broadhurst's deficiencies are reflections on his character—but that his appointment in England was a mistake. The appointments held by him in the London Metropolitan Police and the abilities which he displayed in that Force were not such as to fit any Police officer for the work required in the organization and the administration of a Criminal Branch in a Colonial Police Force."

Mr. Kingsley-Heath on 27th November, 1929, wrote below Mr. Saunders' minute as follows:—

"I have read the above minute and I concur in Major Saunders' remarks."

The Superintendent, Northern District (Major Foley) reported on 26th November, 1929 as follows:—

"I do not consider that Mr. J. F. Broadhurst would be able to carry out the duties of a D.D.S.P. in my District."

"He has had no experience in the practical Police work of a District Office in Palestine."

"He has no knowledge of Arabic."

"I do not consider that he is sufficiently active physically to perform the duties of any of my officers."

"He is too old both in years and in his habits to adapt himself to a new set of duties."

"It is difficult to make definite statements or to give instances to show his incapacity, but I submit that this is due principally to the fact that he has done nothing to impress his personality on the Palestine police or on me. He has not served under my command."

The D.S.P. Jerusalem District (Major Wainwright) reported on 26th November, 1929, as follows:—

"Mr. J. F. Broadhurst has not served under me, but as D.S.P. Jerusalem, I have been in close touch with him since 1926. In not one case, during those years, has he seriously helped the local Police in the investigation of a difficult case. He lacks seriousness of purpose and a knowledge of the people and the language."

"As Superintendent of the C.I.D. I cannot say the local Police have in any way benefited from advice or help from him."

"One thing I am convinced of and that is Mr. Broadhurst cannot demand respect from any class of society."

The Superintendent, Southern District (Mr. Quigley) reported on 2nd December, 1929, as follows:—

"I am definitely of opinion that there is no command of any description in this District in which Mr. Broadhurst could be employed. His deficiencies have been fully described in preceding minutes, and I am in full agreement with all that has been written.

"I might add that for work in a district it is essential that an officer should be a horseman, and this Mr. B. is not, nor is he likely to learn.

"I have seen one example only of his practical work. That was a simple investigation in the Naaneh case against Mr. Mackenzie and Inspector Mohi El Din Assali. In that case he did not, in my opinion, display either intelligence or efficiency."

The first unsatisfactory report of any kind that was submitted by Mr. Mavrogordato about Mr. Broadhurst was that dated 15th October, 1929, after the Chief Secretary and the High Commissioner had made their minutes on the 14th and 16th September, 1929.

The first unsatisfactory Confidential Report on Mr. Broadhurst was that dated 7th January, 1930, following on the correspondence and reports above noted.

I submit that the answer to the question as to who is responsible for the condition of the Criminal Investigation Branch, is the officer who wrote the report of 3rd April, 1925, that Mr. Broadhurst should be offered a permanent appointment after he had served for one year in Palestine. The Officer who reported in 1925, 1926, 1927 and 1928 that Mr. Broadhurst was doing his duty satisfactorily. The officer who recommended on 24th January, 1927, that Mr. Broadhurst should be granted three additional increments to his salary, i.e., that his pay should be raised from £600 to £700 a year. Each of these reports and letters was written by Mr. Mavrogordato. As stated, Mr. Mavrogordato knew what he wanted when he wrote his original letter of the 28th June, 1923. He had the opportunity of seeing that Mr. Broadhurst was not up to the standard required while Mr. Broadhurst was still only "seconded" from the Metropolitan Police. He had plenty of opportunities of bringing to the notice of the Government that Mr. Broadhurst was not pulling his weight and was not fit for his position. Instead of doing this, Mr. Mavrogordato submitted reports that Mr. Broadhurst's work was satisfactory and actually recommended him for an increase in pay.

I submit that the officer who must be held responsible for the condition of the Criminal Investigation Branch is Mr. Mavrogordato.

203. *Inefficiency of Mr. J. F. Broadhurst.*—In view of the reports of Major Saunders and the four Superintendents quoted in the previous paragraph, and taking into consideration the condition in which I found the Branch for which he was responsible, I think that Mr. Broadhurst has been extremely fortunate in holding the position he has done for the past six years and he is very lucky to be drawing £884 10s. in pay and allowances to-day. When asked by me what exactly he did in the Criminal Investigation Branch, Mr. Broadhurst on 10th March, 1930, in writing stated:—

"Shortly after my arrival here in May, 1924, I submitted a report suggesting re-organization of the C.I.D. on the lines at home. This was the last I heard or seen of it. Presumably the scheme was too costly and that the District Superintendents of Police preferred to run their own show. The file that might contain this report cannot be found."

I had the office searched to see if any trace of this report could be found and I was informed that there was no trace of this report.

On 21st March I asked Mr. Broadhurst if when he got no reply to this report or he heard nothing more about his scheme whether he took any steps to invite attention to his report. Mr. Broadhurst stated "I did not write in again or call attention in writing to the subject."

In view of the fact that it had been made a definite condition of his appointment that he was to be required within a reasonable period of his arrival in Palestine to pass an examination in Arabic, and in view of the reports of the Superintendents of the Northern and Jerusalem Districts that Mr. Broadhurst did not know Arabic, I arranged on the 21st March to test Mr. Broadhurst's knowledge of Arabic in the presence of Mr. Kingsley-Heath, who had passed the examination in Arabic. I

arranged that a constable was to make a statement in Arabic such as might be made by a witness in a case of assault and Mr. Broadhurst was to be asked to place the statement on record in English. Mr. Broadhurst on being sent for stated to me in the presence of Messrs. Kingsley-Heath and Blackett, Deputy District Superintendents, "I cannot speak Arabic." When I expressed surprise that a Superintendent of Police employed in the Criminal Investigation Branch could not speak Arabic, Mr. Broadhurst stated "there is no need for me to do so as everyone I talk to can speak English except the Felaheen." I said, "What about constables?" Mr. Broadhurst replied, "I very rarely speak with constables." Mr. Broadhurst further stated that he could speak neither French nor German. I mention this fact because in Mr. Mavrogordato's letter of 28th June, 1923, it was stated that one of the qualifications required of the officer to take charge of the C.I.D. was that "he must speak French and if possible German and be prepared to learn Arabic."

Far from showing any shame or regret that he could not speak Arabic, Mr. Broadhurst was most emphatic that it was quite unnecessary for him to do so. May I say that Mr. Broadhurst's statement "There is no need to do so as everyone I talk to can speak English except the Felaheen" is, to my mind, a complete condemnation of Mr. Broadhurst's work and fitness to hold the position of a Police officer in Palestine. May I say that in the short time I have been in Palestine I have had to regret daily that I cannot speak Arabic. The number of constables who can speak English is very limited. Nearly all my questions to constables have had to be interpreted. A great many of the Palestinian officers cannot speak English and my questions to them have had to be interpreted. In the villages and in towns, except amongst the educated classes and some servants who have been specially taught English, English is not generally spoken. Mr. Broadhurst's statement indicates more clearly than any remarks of mine how little he could have done in the way of making investigations and collecting intelligence during the six years he has been in Palestine. May I also say that it indicates an attitude of indifference towards his duties and responsibilities as a Police officer which to my mind shows that it will never be possible to expect anything better of Mr. Broadhurst.

The position as I found it was that here was a country in which there is always the possibility of a riot breaking out any time. If a riot did break out the consequences might, on account of the acute racial feeling which exists, be more serious in Palestine than almost anywhere else in the world. A country which the eyes of the world are on. A country in which there had been a serious outbreak in August, 1929, and it was most important that any further outbreak should be prevented at all costs, so much so that it had been found necessary to increase the local military force by two battalions of Infantry and it has become necessary to bring the number of British police up to 571 in order to prevent trouble. Here were these forces available in Palestine to prevent trouble—all they need is accurate information in time to enable them to take up positions which will, it is hoped, have the necessary deterrent effect and prevent trouble. The Officer to whom the Government of Palestine, the people of the country, the troops and the Police Force are entitled to look for a word of warning, namely, the head of the Criminal Investigation Branch, cannot speak a word of Arabic. I reported the matter to His Excellency the High Commissioner as a matter of great urgency and recommended that Mr. Quigley should be brought in from the Southern District at once to take charge of the Central Investigation Branch. His Excellency made order that this should be done forthwith and Mr. Quigley is now in charge. As the Jaffa District is short-handed Mr. Broadhurst has gone to Jaffa for the time being. The reports of the officers quoted in paragraph 201 indicate that Mr. Broadhurst will be quite useless at Jaffa or elsewhere in Palestine.

In my opinion the payment of a sum of £884 10s. a year in pay and allowances to Mr. Broadhurst is a waste of public funds. I am also of opinion that it is quite useless trying to preach a doctrine of 100 per cent. efficiency to the Palestinian police as long as they see in the force a British officer drawing £884 10s. a year in pay and allowances who is making no attempt to pull his weight.

I submit that Mr. Broadhurst has made no attempt to comply with the condition of his appointment that he should learn Arabic and in my opinion a Police

officer who has served for six years in the country and has made no attempt to learn the language spoken by the people, has proved himself to be inefficient and proved himself to be unworthy of his position as a servant of the public.

I beg to recommend that Mr. Broadhurst be now called upon to show cause why he should not be compulsorily retired on the grounds that he has proved himself to be inefficient in that

(a) One of the conditions of his original appointment was "You will be required within a reasonable period after your arrival in Palestine to pass an examination in the Arabic language." (Paragraph 10 of letter from Secretary of State to Mr. Broadhurst of 29th February, 1924.)

(b) When the question of his appointment in Palestine being made permanent and pensionable arose, Mr. Broadhurst was informed by the Commandant of Police on 20th May, 1925, "The Secretary of State has approved of the offer to you of permanent and pensionable employment in your present grade with effect from the 22nd May, 1925, in accordance with the terms of Colonial Office letter of the 29th February, 1924, addressed to yourself." (Letter No. 83/106 of 20th May, 1925).

To this offer Mr. Broadhurst replied on 20th May, 1925, "I accept the offer and terms as set out in correspondence under reference."

(c) Mr. Broadhurst arrived in Palestine and took up duties on 28th March, 1924. He has, therefore, served for six years in Palestine and up to March, 1930, was the Officer in charge of the Criminal Investigation Branch of the Palestine Police Force.

(d) Mr. Broadhurst has not only failed to pass the Arabic examination which he was required by the conditions of his appointment to pass, but he has made no attempt to pass it and on 21st March, 1930, he made the following statement to Mr. H. L. Dowbiggin in the presence of Messrs. A. J. Kingsley-Heath and A. T. Blackett, Deputy District Superintendents of Police, "I cannot speak Arabic. There is no need for me to do so."

204. *Formation of a Criminal Investigation Department.*—May we turn now to something which we hope will be brighter, the future. As has been stated in this Report, if any real effort is to be made to bring about better relations between Arabs and Jews in Palestine, it is of the utmost importance that, during the next 20 years, there should be no further disturbances or outbreaks. It has also been stated that it is the first duty of the Police to prevent crime and to prevent disturbances. The Government, the troops, the District Commissioners, the District Officers, the Police in the Districts should be informed as early as possible of any possible chance of disturbance or outbreak so that every possible step may be taken which is humanly possible to prevent a riot. The deterrent effect of moving British police or troops to strategic points when any disturbance is threatened cannot be over-estimated. The whole reason for keeping two battalions of infantry in Palestine and not relying on the supply of troops when required from Malta or Egypt is that the troops will be on the spot to prevent trouble. The object of having 650 British police in Palestine is very largely to prevent disturbances. As has been stated in paragraph 5 of this Report the first need of the country is action which is going to remove, so far as possible, or, at any rate, reduce the acuteness of the cause of the ill-feeling between Jews and Arabs. Unless that is done the present conditions will rapidly become worse. But if something can be done on these lines and if, during the time of the present generation of Arabs and Jews, British troops and British police can be kept in the country, I am quite sure that, if they can get information in time, two battalions of infantry and a good force of British police will be able to prevent any serious trouble. If during the next 20 years there is no serious outbreak in Palestine there is some hope for the next generation. The value of the troops and the British police in Palestine will be largely lost unless the "preventive" side of their work is kept prominently in mind. An efficient Criminal Investigation Department, which will submit not a weekly but a daily appreciation of the situation to Government, which will keep in close touch with the District Commissioners, the District Officers, the Police in the Districts, the Officer Commanding the Troops, and, above all, with the people of the country, is essential

to this scheme of "prevention." As has also been stated there is a large amount of serious crime in the country, to the investigation of which modern methods of investigation must be brought. A large proportion of the Force has not been trained in modern methods of investigating crime, and the members of the Force need training and supervision in the investigation of crime and in the prosecution of offenders.

As stated in paragraph 60, realizing the present high cost of the Police Force and being alive to the fact that Palestine is a poor country, one hesitates to submit recommendations which will add to the present cost of the administration. I fear that the formation of a Criminal Investigation Department, which it is hoped will be efficient and will, in the long run, save the expenditure of money by the information they obtain and communicate, must inevitably cost money. It can only be hoped that money spent on this account will prove to be a good investment.

I would first recommend that the name of this Department should be the Criminal Investigation Department, for its duties will be not only to collect and communicate intelligence, but to investigate serious cases of crime. My recommendations with regard to the responsibilities and duties of this Department and the staff recommended are here submitted:—

205. *Duties of the Criminal Investigation Department.*—As stated in paragraph 91, the charge of the C.I.D. is a "key" position. It should be held by the best possible officer available. His responsibilities will be great, and he should be in a position to give orders direct in matters of urgency and importance to the Police in the District. He should keep in close touch with the Government and with the Officer Commanding the Troops. In certain matters he should be authorized to communicate with Government direct. The Commandant should often be away on inspection, the principal duties of the Commandant in the future will be the training and supervision of the Force. That duty alone is going to take up the full time of the most energetic officer. A report which should be communicated at once to Government should not be held up because of the absence of the Commandant on duty. The Commandant will be more free to give his whole time to the training and supervision of his officers and men, if he knows that at Headquarters there will always be an officer whose whole duty it is to collect and communicate intelligence, investigate crime, to keep Government, District Commissioners, the Military, and the Police in the Districts informed of any matter of importance which may come to notice. The Officer in charge of the C.I.D. should, I recommend, be permitted to attend the Government monthly situation conferences, and should, I recommend, be permitted to attend any conference at which the military and civil authorities may meet in Jerusalem, to consider general dispositions or action in some special emergency. By doing so the importance of his responsibilities will be impressed on the Officer in charge of the C.I.D. and he will always be available to give to those present the latest news or information.

In the early days of the Palestine police the Officer in command held the title of "Director of Public Security." This post was held by the late Colonel Bramley. He was assisted by two Assistant Directors, one for the general administration of the Force and one for the control of criminal investigation. This was a sound scheme and this is the practice in most forces. One officer deputises for the Head of the Force on the administrative side and assists in the inspection of stations and posts, so that, while the Commandant is at Headquarters, his Deputy on the administrative side can be away on inspection and vice versa, while one Deputy gives his whole time to the control and investigation of crime and to the collection and communication of intelligence.

I would recommend that the post of Deputy Commandant (Criminal Intelligence Department), be created. The pay to be attached to the post should, I recommend, be the same as the original pay of the existing Deputy Commandant (Administration), namely £850—£50—£1,050. The senior of these two officers would act for the Commandant in the event of the Commandant going on leave. I would not make it a rule that the Deputy Commandant (Administration) must be the senior Deputy, for the reason that an officer who has shown ability above the ordinary in criminal investigation and in the collection of intelligence should not necessarily be changed over to the administrative side, merely to give him

seniority. Each Deputy would be responsible direct to the Commandant for his side of the Force and it need make no difference whether the senior officer happens to be the C.I.D. or the Administrative Deputy.

I would recommend that the Deputy Commandant (C.I.D.) be held responsible to the Commandant and to the Government for the following:—

(1) the collection and communication of intelligence. A daily situation report to be submitted direct to Government, to the Officer Commanding Troops and to the Commandant;

(2) keeping the Government, the Military, the Commandant, the District Commissioners, the Police in the Districts informed in advance of any disturbance that is threatened and, if possible, informing them in sufficient time for the necessary dispositions of police or troops to be made with the object of preventing a breach of the peace;

(3) taking prompt action to check any false or inflammatory propaganda calculated to arouse the fanaticism of the ignorant masses;

(4) the seizure of seditious pamphlets, searching and raiding places where seditious pamphlets or inflammatory propaganda is being printed or published;

(5) keeping a special look out at meetings where seditious speeches may be made, speeches which are calculated to create disaffection, or are likely to have the effect of setting class against class, false rumours spread, etc. Notes of such speeches should be recorded;

If seditious speeches are made or false rumours are being spread, either by mouth or by means of printed matter, the preventive effect of prompt action by the police will be borne in mind;

(6) all matters relating to communism and communists;

(7) matters relating to strikes, labour movements, etc.;

(8) censorship of letters. *Note.*—No letter to be delayed more than one hour;

(9) exclusion of persons who are political undesirables. (Cmd. 1700, p. 19);

(10) deportation of aliens and political undesirables;

(11) application for naturalization. *Note.*—Every application to be dealt with in a prompt and business-like manner. If the information can be given from records available in the C.I.D. the reply will be sent by return. If reference to the Police in Districts is necessary, the information is to be promptly obtained and communicated;

(12) applications from Russians to come into Palestine. *Note.*—the note in 11 to apply;

(13) perusal of local newspapers. *Note.*—the examination of all newspapers is now being done in the Chief Secretary's office. The C.I.D. will have quite enough work to do in the next two years in giving attention to detail in other matters. In two years' time the question of the C.I.D. taking over the examination of all newspapers and keeping Government promptly informed of any articles published which should be brought to the notice of Government, might be considered;

(14) applications for forming Societies and all subjects connected with the Law of Associations;

(15) maintenance of liaison with Egypt, Syria, 'Iraq, and in certain cases, with India and Scotland Yard. *Note.*—Frequent journeys to Egypt are not possible. Liaison will be maintained by post and telegraph;

(16) the investigation of intricate and difficult cases of crime (such as forgery, cheating, defalcations, and criminal misappropriation), rendering assistance to the District Police in difficult cases, including cases of murder in which the offender is unknown or in which there is no clue. *Note.*—In a case of murder the C.I.D. must be called in at the earliest possible stage by

telephone or telegraph, and they should be informed whether it is necessary to bring to the scene an expert such as the Government Analyst, expert in firearms, photographer, finger print expert, etc.;

(17) special enquiries ordered by Government;

(18) maintenance of the Finger Print Bureau. *Note.*—A separate collection of finger prints found at the scene of crime to be maintained in case corresponding finger prints are found on the scene of any crime, or are found later to correspond with the finger prints of a new offender. The two finger print experts are not to be employed on translation work, and should only be employed in Police enquiries where finger prints are concerned;

(19) supervision over special reports of crime sent in from Districts. *Note.*—If a report received from a District is not complete in detail it is to be returned. If the scene of crime in a serious case has not been visited by a superior officer an explanation is to be called for. The C.I.D. will see that superior Police officers attend Court in important cases. Any particularly good work by an officer or subordinate police in a District will be brought to the notice of the Commandant. Bring to notice, for inclusion in the Commandant's Weekly Orders, any interesting case, good detection or instance of police of all ranks on whatever duty employed getting useful information;

(20) A quarterly summary of crime to be compiled, showing in what Districts crime is on the increase or decrease, what crime has been prevalent, result of detection of crime, comparison of crime in the quarter with crime in previous quarter or in corresponding quarter of previous year. Copies to be sent to the Chief Justice, the Chief Secretary, all Judges, Presidents of District Courts, Magistrates, District Commissioners, Area Officers, District Officers, Police in Districts, to Trans-Jordan, Cairo, Syria, and 'Iraq, and, if required, copy to be sent to the Colonial Office. *Note.*—A quarterly summary of crime to be kept by District Police in each station and in each Division and District, showing the state of crime in each station area, Division and District. District Superintendents to send quarterly summary to C.I.D. The present *Bi-monthly Criminal Intelligence Gazette* to be stopped if the Colonial Office approve. Each station will inform other stations direct by telephone or telegraph if assistance is needed to search for an absconder, stolen property, etc.;

(21) a register of re-convicted criminals to be kept in each station (vide paragraph 155 (g) of this Report, an extract of which was sent to the C.I.D. The twelve worst criminals in each station area to be photographed and every man in the station to be required to know them;

(22) see that when a criminal has been previously convicted enhanced punishment is awarded by the Court in accordance with law. If not done, take steps for appeal to be lodged (vide paragraph 154 of this Report, an extract of which was sent to the C.I.D.);

(23) The fortnightly list of all newly registered convicts and prisoners to be discharged, now published in the *Criminal Intelligence Gazette* and 188 copies made, to be stopped. Arrangements to be made for each District concerned and for the Records Office only to be informed when a prisoner is to be discharged or when a convict has been newly registered;

(24) lectures to be given to recruits, constables to be Non-Commissioned officers, Non-Commissioned officer to Sub-Inspector, officers under training at Training School on C.I.D. and finger print work;

(25) assist the Commandant in the progressive training of the Force by supplying interesting matter for weekly orders;

(26) assist Commandant in keeping proposed new hand-book of instruction up to date by suggesting matters which can be included in hand-book;

(27) lecture to British police on C.I.D. work and crime in Palestine, political situation, etc.;

(28) smuggling of arms, hashish, etc.;

(29) in important cases committed for trial apply for trial to be accelerated when necessary (vide paragraph 182 of this Report, extract of which was sent to the C.I.D.);

(30) keep in touch with the Law officers and in important cases apply for legal assistance at the outset (vide paragraph 183 of this Report, extract sent to the C.I.D.);

(31) keep in close touch with the Government Analyst. Keep the District police informed of matters in which the Government Analyst requires their special co-operation;

(32) Deputy Commandant C.I.D. to be authorized to report direct to Government in the following matters:—

- (a) Daily Situation Report;
- (b) Immigration;
- (c) Naturalization;
- (d) Deportation;
- (e) Extradition;
- (f) Newspapers and printed matter;
- (g) Seditious speeches at meetings;
- (h) Special reports on individuals;
- (i) Smuggling of arms.

I do not presume to suppose that this list is a complete list of the duties which will fall to the lot of the C.I.D. It may need adding to or amending. I have only tried to give some idea of what I suggest the new C.I.D. should be held responsible for. If these proposals are approved in principle I recommend that the Commandant should submit to the Government for approval a detailed order drawn up on these lines with such additions and amendments as may be necessary. If approved by Government an order should then be issued to the C.I.D. and a copy should be sent to the Chief Justice, the Chief Secretary, the Military Commander, the Judges, Presidents of District Courts, Magistrates, District Commissioners, Area officers, District officers, the Police in the Districts and a copy sent to Trans-Jordan, Syria, Egypt, Iraq as may be necessary. The co-operation of all concerned should be invited.

206. *New C.I.D. staff and cost of staff.* As staff I recommend: (1) *One Deputy Commandant (C.I.D.)* £850—£50—£1,050.—I recommend that Mr. E. P. Quigley, M.C., be appointed to this post. Mr. Quigley is the senior Superintendent of the Force. He served in the Royal Irish Constabulary before the War, served in the Army during the War, and was awarded the Military Cross. He was appointed to the Palestine police on the 15th November, 1919. Mr. Quigley, as noted in paragraph 157 of this Report, has done good work in the Southern District in preventing crime by getting information in advance and so rounding up a gang which had been sent to start operations in the Southern District on the lines adopted by the Safad gang in the north. I found more "police" work being done in the Southern District than in any other. Mr. Quigley was once in charge of the C.I.D. which existed in the Palestine police up to the year 1922. I have not been able to discover why it was abolished. After I had spent two or three days in pointing out to the C.I.D., under Mr. Broadhurst, what might be done, Mr. Cosgrove produced a most excellent hand-book which had been compiled by him, on the work which was being done by the C.I.D. up to 1922. Almost everything that is now needed was being done apparently up to the year 1922. Mr. Quigley is at the present time drawing as District Superintendent of Police £950 plus £100 expatriation

allowance, plus £69 10s. cost of living allowance plus £27 (approximately) compensatory allowance, plus £P.20 house allowance, total £1,166 10s. per annum. I recommend that Mr. Quigley be placed on a salary of £1,000 in the Commandant's grade (Grade F) so that he will draw as Deputy Commandant (C.I.D.) £1,000 pay plus £150 expatriation allowance, plus £77 cost of living, total £1,227. This will give Mr. Quigley an increase of £87 10s. a year over his present pay and allowances. In view of the increased responsibility which will be thrown upon him, I beg to recommend that this rate of pay be granted. Mr. Quigley has been on the maximum of his present class (£950) for approximately six years. The minimum pay of the Deputy Commandant, Grade F, is £850. It would not be reasonable on promotion for Mr. Quigley to start at the bottom of this scale. I think it will be fair if he starts on £1,000.

The increased cost of one Deputy Commandant on £1,000 plus £150 expatriation allowance, vice a Superintendent now provided for in the estimates on £675 plus £100 expatriation allowance, will be £375 *per annum*.

(2) *One Deputy District Superintendent of Police and three Assistant Superintendents vice three Assistant Superintendents as at present.*—I am including in the present strength Mr. Shawki Saad, who at the present time goes round the stations checking crime registers, etc. With the more frequent inspections of stations by Officers in charge of Divisions and Districts it should not be necessary for an officer from Headquarters to go round and check crime registers. This should be done by officers in Districts. The Assistant Superintendent's position filled by Mr. Shawki Saad at the present time will be one of the three Assistant Superintendents' posts in the C.I.D. These officers will be employed as follows:—

Deputy District Superintendent assisting Deputy Commandant, C.I.D. and taking charge in his absence. To be specially responsible for applications for naturalization, work relating to immigration, deportation, and extradition and correspondence on these subjects. *One Assistant Superintendent (Political)*, *one Assistant Superintendent (Criminal Records and Finger Print Bureau)*, *one Assistant Superintendent (investigations and enquiries and detection work generally outside the office)*, to be free to assist Police in difficult cases. The increased cost of one Deputy District Superintendent will be £550—£25—£750 plus £100 expatriation allowance, *total increase £650 per annum*.

(3) *One British Chief Clerk.*—It is essential for the C.I.D. to keep its own records. The records of the C.I.D. should be kept entirely separate from the records of the administrative side of the Police. A separate Chief Clerk for the C.I.D. is necessary and he should be British.

Increased cost of one Chief Clerk £288—£12—£360 plus expatriation allowance. Actual cost depends on officer appointed, say, cost £350 *per annum*.

(4) *Investigating staff at Headquarters of C.I.D. available for enquiries and to assist the District Police in the investigation of difficult cases.*—Four constables of the British section; six inspectors, two sergeants, and six constables (Palestinian).

The British constables will not be an addition to the total strength of the British section. They will be selected from the British section. Increased cost two first inspectors on £264, two second inspectors on £216, two sub-inspectors on £168, two sergeants on £120, six constables on £72, *total increase of £1,968 per annum*.

(5) *C.I.D. in Districts.*—It is necessary that there should be a small number of men who have been thoroughly trained in C.I.D. work, in each District. Each station will do its own inquiries into crime in the ordinary course as is done at the present time. This is the normal duty of Police in Districts. There should, however, be a small number of specially trained men who may be used for special enquiries to supplement the work of the local Police. The C.I.D. in Districts will work under the direct supervision of the District officers. They will be selected by the Deputy Commandant (C.I.D.) and be brought into the C.I.D. Headquarters from time to time for refresher courses. They will be moved from District to

District as necessary by the Deputy Commandant (C.I.D.) They will be distributed as follows:—

District.	Palestinians.		British.
	Sergeants.	Constables.	
New Northern	1	6	2 (No addition to strength)
Nablus	—	2	—
Jerusalem	1	6	(British police in Criminal Investigation Department at Headquarters)
Southern	1	6	2 (No addition to strength)
Beersheba	—	1	—
TOTAL	3	21	4

3 Palestinian sergeants at	£ 120 p.a.
21 Palestinian constables at	72 p.a.
Total Cost	£1,872 p.a.

(6) *Plain Clothes Allowance to personnel in the C.I.D. at Headquarters and in Districts.*—All officers and men on this duty should work in plain clothes, and a saving should be effected in uniform, which would ordinarily be allowed, as follows:

Cost of original issue to all except British police, £999. (British police must have uniform so that they can be called out in an emergency). Annual cost and maintenance of uniform, £425. This sum can be set off against the cost of plain clothes allowance which should, I recommend, be granted to all ranks of the C.I.D. who in the ordinary course would be entitled to free uniform. The cost of plain clothes allowance recommended is in excess of the saving effected in the cost of uniform. I recommend that this allowance should be granted to attract and keep in the C.I.D. a good reliable man. If any man is not found suitable he would revert to uniform duty.

Grant of plain clothes allowances recommended.

Staff.	Headquarters.	Districts.	Allowance.
Assistant Superintendents ..	3	—	£4 per month = £12
Inspectors	6	—	£3 per month = £18
Sergeants	2	3	£2 per month = £10
Constables	6	21	£1 per month = £27
British police	4	4	£2 per month = £16
TOTAL	21	28	Total = £83 per month

Cost of plain clothes allowance per annum. ... = £996

Cost of original issue of uniform = £999
(Not including British police).

Cost of annual maintenance of uniform. (Including British police who will have an original issue) = £425

Taking £425 as the annual saving in the cost of uniform the net cost of *plain clothes allowances* will be = £571 p.a.

Total cost of the re-organization of the C.I.D. if these recommendations are approved will be = £5,786 p.a.

207. *Other points which may be noted for the new C.I.D.*—Other points which may be noted for the new C.I.D. if these proposals are approved, may be briefly recorded:—

(a) All nationalities should be represented in the C.I.D. staff. As mentioned in paragraph 72 it may be useful to get one or two Greeks into the C.I.D. The Head of the C.I.D. will not advertise the fact that he is looking out for men of certain nationalities, but he will himself bear the matter in mind;

(b) it is suggested that there should be eight British police employed in the C.I.D. (four at Headquarters and four in Districts). I think this should have effect in drawing attention to the fact that the British section are in Palestine to perform "police" duties, and that they have equal opportunities with the Palestinian police in doing real police work;

(c) it may be unnecessary to say that no man should be employed in the C.I.D. till he has proved by work in the uniform branch that he is reliable as well as intelligent. Any man picked for C.I.D., who is not up to standard, should be sent back to uniform duty;

(d) in this Report has been mentioned the finding of the Royal Commission on Police Powers and Procedure, 1929, that it is the duty of the Police authorities to do all in their power to minimize the temptations to which a Police officer is exposed. No Police officer has more temptations put in his way than the plain clothes policeman. It should be borne in mind by the officers of the C.I.D. that the plain clothes duty man needs more and not less supervision than the man doing duty in uniform. The rule suggested for the uniform Police that a constable's note-book should be examined and initialled whenever he comes off duty (paragraph 158 (c)) should be strictly applied in the C.I.D. The description of persons wanted or property lost should always be read out to men going on duty in the C.I.D., and they should be required to have in their note-book a description of all persons and property which they might possibly get some information about. Every man coming off duty should be questioned as to what information he has obtained;

(e) the weekly instruction class recommended for the whole Force (paragraph 94) should be held for all ranks of the C.I.D. At instruction classes men in the C.I.D. should be specially questioned as to what information they are getting. Any good cases of detection by use of the power of observation at the scene may be brought to notice;

(f) the importance of all ranks of the C.I.D. getting information in time to prevent disturbances will be impressed on the men at every class;

(g) when a man is picked for the C.I.D., before starting work, he should be specially instructed in the responsibilities of his new post. It may be possible to arrange in the C.I.D. for a special course of instruction for new men on joining;

(h) a museum in the C.I.D. of interesting exhibits in cases will be found to be of value in instructing new men;

(i) all men who can read and write English should be encouraged to read such books as *Reports of Famous Trials*, *Criminal Investigation*, by Hans Gross, the *Police Journal*, etc.;

(j) the Finger Print Bureau should be a room with a good north light;

(k) later on a weekly "Hue and Cry," in which the descriptions of persons wanted or property lost or stolen in each Division (printed under the Head of each Division) is published, might be issued; it will be of great help to all stations; this will not be possible till such time as there is a Government Printer;

(l) the C.I.D. need a different kind of note-book to the uniform Police, for the C.I.D. will be required to record statements in detail. I recommend the issue of a bigger note-book with duplicate pages (pages numbered in duplicate) so that the duplicate can be torn out and handed in at the station

or office by the officer on returning from an enquiry. All the statements are then on record in the office and have not to be copied from a note-book. The officer who made the enquiry will always have the original copy to refer to when giving evidence in Court, etc. A bigger type of book should be issued to plain clothes Police as such a book can be carried in a civilian coat pocket. I have handed a sample of such a book to Mr. Quigley. These could be obtained out of current votes ;

(m) I recommend that an ultra violet-ray lamp (Hanovia Analytic Quartz lamp) be obtained for use by the C.I.D. The cost is £20. This could be obtained out of the ordinary Police budget. Such a lamp would be found to be invaluable when examining samples of note-paper, sealing wax, glass, and in examining old writing over new in a case where paper, sealing wax, etc., similar to that used in a case of crime is found in a suspected person's premises. It shows the Police at once whether they are on the right track or not ; the Government Analyst could later give evidence in a Court of Law on the point. What the Police want to know in the early stages is if the paper, etc., found corresponds exactly with that used in the commission of the crime ;

(n) as stated in the previous paragraph it should not be necessary for an Assistant Superintendent from Headquarters to go round the Districts examining crime registers if stations are frequently inspected as recommended in paragraph 106 of this Report. The Assistant Superintendent who is now employed on this work (Mr. Shawki Saad) should be detailed for other work. The post of Assistant Superintendent which he fills is included in the C.I.D. strength ;

(o) there should be more mention of the crime committed in the course of the past year and the steps taken to deal with it in the annual Administration Report. Some reference should, I suggest, be made to the distribution of crime, showing in what Districts crime is particularly prevalent. Remarks may be made with regard to any particular class of crime that was prevalent throughout the year and the special steps taken to deal with it. Reference may be made to the number of absconders at large, whether cases of crime are being promptly disposed of in the Courts, crime committed by youthful offenders, the working of the probation system and of a system of payment of fines by instalments, if introduced. The reference to crime in the Annual Report at the present time is very meagre ;

(p) all payments of Government money to informants in Jerusalem should be controlled in future by the Deputy Commandant (C.I.D.). At the present time money is being paid out in Jerusalem by four different officers, i.e., the Commandant, the Deputy Commandant (Administration), Mr. Saig and the District Superintendent, Jerusalem District. In the month of December, 1929, £225 was paid out by these four officers. In January, 1930, £225. I think such payments should be controlled by one officer. I do not like the idea of the Commandant of the Force himself paying out money to informants. The Commandant should have means of getting information other than those on which subordinate officers depend. The Commandant, in the course of his inspection of Districts, will see the District Commissioners, the principal residents and notables of the towns which he visits and he can check the information which his subordinates are receiving by the information he himself gathers by seeing people in all the Districts of Palestine which he has to visit. As mentioned in a previous part of this Report it is hoped that in future more information will be obtained by all members of the Force. I should like to see rewards paid to members of the Palestinian police who have done particularly good work in collecting information. At the present time men on plain clothes duty in the Jerusalem District are given an allowance from the Secret Service Vote. This should stop if a plain clothes allowance is granted ;

(q) officers in the C.I.D., who go on leave to England (including Palestinian officers) should be encouraged to attend the Metropolitan Police Course and the Prisons Course for Overseas Officers ;

(r) the weekly conference at Headquarters mentioned in paragraph 158 (i) should be useful to the Head of the C.I.D. If the Head of the C.I.D. is away his Deputy should attend.

PART XXII.

Organization and Control.

208. *Duty of the Commandant to superintend and administer the Force and control expenditure.*—It is laid down in the Palestine Police Ordinance that "The Commandant shall be charged with the superintendence, administration, . . . of the Force, and shall be responsible for the control of all expenditure in connexion with the Force . . ." (Section 7 (1), Ordinance No. 17 of 1926).

As noted in paragraph 90 the cost of the Police Force in Palestine is 16.93 per cent. of the total estimated ordinary expenditure of the country. The cost of the Force (excluding the cost of the Prisons and lock-ups and not including the cost of the increase in the number of the British police) in 1930 is estimated to be £332,750. The duty cast upon the Commandant by law to control and be responsible for the expenditure of one-sixth of the total estimated ordinary expenditure of the Government is not a light charge. The amount of money involved is large and with the increase in the number of British police, the proposed wider distribution of British police, the general scheme for the close protection of Jewish colonies, the proposed grant of language allowances and the re-organization of the Criminal Intelligence Branch which has been recommended, the cost of the Force and the responsibility of the Commandant will be increased.

In judging the system of organization and control which exists, full allowance must be made for the fact that the Force is a very young one and, as stated in paragraph 88, has in the few years of its existence passed through many vicissitudes. On the other hand we must also bear in mind that very few of the officers have had any training in Police administration and less than one-third of the Force has been through a Police Training School. Such being the case it is of special importance that in a young and largely untrained Force there should be definite control from the top, as required by the law and as required by the special needs of the situation. As stated in paragraph 100, superior officers are appointed because men need supervision. In the same way officers need supervision and there is only one person who can exercise that supervision and at the same time administer the Force and control expenditure and that is the Commandant.

In the same way that it is the duty of the Head of the Force, in accordance with the duties cast upon him by the law, to prevent abuse of power by subordinates, it is his duty to prevent wastage of public funds. It is his duty in both matters to endeavour to prevent abuse, to prevent trouble, to devise checks. He must look ahead and plan and organize, and supervise with the idea of "prevention" always in view. We have already noted that the first duty of every Police officer is the "prevention" of crime, it is the duty of a Police officer to "prevent" trouble in all matters rather than to endeavour to deal with it after the trouble has occurred. "Prevention" will be found to be the key to all successful police work.

209. *Superintendence by visiting and inspecting Police stations.*—In paragraph 102 it was stated that Police stations had not been visited frequently and that inspections had not been thorough. It was stated that the Commandant had not inspected stations regularly and that his own order, laying down what should be done at an inspection of a Police station, was not being observed or enforced. In paragraph 160 it was stated that there was not sufficient supervision by British officers of the investigation of crime and that too much was being left to the Palestinian police. In paragraph 167 it was stated that British officers were not seen sufficiently in the Courts. When I was going round the stations and posts the Commandant informed me that he recognized the need for the inspection of stations and posts but that he had been so much held up at his Headquarters by having himself to look after the Special Branch (Criminal Intelligence) and by

having personally to sign all travelling claims that he was not able to get away from his Headquarters on inspection as he should have. The Commandant informed me that the reason why he had to supervise the Special Branch was that the Superintendent in charge of the Criminal Investigation Branch (Mr. Broadhurst) was not competent to do it, and he described the system whereby every travelling claim had to be signed in six places by himself. I was ready to sympathize with the Commandant in the matter, as one can imagine nothing worse for the Head of a Police Force than to have an incompetent Officer in charge of the Criminal Investigation Branch and to have to be at his desk signing every travelling claim in six places, when there was great need for his whole-time services in the training and supervision of a young and untrained Force. Noting the fact that some better system would be needed to ensure that in the future the Commandant would be on the move inspecting stations and posts at least one week in two throughout the year, one hoped to find at the Headquarters of the Force, where the Commandant had put in so much of his time there would be every sign of close attention to detail and check in the control and administration of the Force from the Headquarters office.

210. *Superintendence at Headquarters.*—As regards the Special Branch (Criminal Intelligence), the Commandant had reported to Government in his letter of the 15th October, 1929, "I am running the supervision of the Special Branch myself." After inspecting the work of the Special Branch (paragraph 200) one asks oneself the question: to what extent did this personal supervision exist? When I pointed out to the Commandant the delay in the Special Branch in dealing with applications for naturalization and pointed out that far too much work was being thrown on Mr. Saig, the Commandant stated that the trouble was that Mr. Broadhurst was quite unfit to attend to the work. But the question has been asked in paragraph 202, who is to blame for this? The Commandant must have known that Mr. Broadhurst was incompetent and it was for this reason that he expected nothing of him. If then the Commandant personally took upon himself the work which Mr. Broadhurst should have done what was the effect of this personal supervision? In paragraph 202 Mr. Saig's work and the condition in which his side (known as the Special Branch) of the Criminal Investigation Branch was found has been described. Mr. Saig prepared the "Weekly Situation Summary." Mr. Saig personally deals with the censorship of letters and with applications for naturalization. As stated in paragraph 200 (2), for lack of a businesslike system in dealing with these applications Mr. Saig got terribly into arrears with applications for naturalization. I can see no sign on the files which I examined that Mr. Saig had received any real assistance or supervision in his attempt to grapple with his work. On Mr. Cosgrove's side of the Criminal Investigation Branch (paragraph 119) there was no sign of intelligent direction or supervision. As regards the Criminal Investigation Branch it is I think quite clear that Mr. Broadhurst was not himself supervising the work and that no one else was giving the work the thorough supervision which was needed.

As regards the matter of signing every travelling claim six times, the question is, was any real check being maintained over the travelling done by Police officers or was the placing of the signature on a piece of paper carried out in a routine manner? As to how a check may be maintained will be discussed later, but it is clear that the Head of the Department has a duty to the Government and to the public to see that there is a check on the expenditure of public money. It may now be inquired what actual check was being exercised when each travelling claim came before the Commandant for signature and what control was maintained on travelling and other allowances generally?

(a) *Check on inspections.*—It has been noted that there was not enough supervision over the inspections carried out by officers by the Commandant himself regularly inspecting stations and noting whether each station and post had been frequently visited. Was any check on inspections done then from the Headquarters office if it was not being done at the stations?

The diaries of officers came before the Commandant once a month but there was not a summary of inspections which should have been done and inspections actually done during the month. The diary did not come up with the officer's travelling claim for the month. They were not seen together.

As stated in paragraph 109 the monthly diary is not a good check. The Form P. 302 which has been described in paragraph 102 is of no value as a check in that it does not come up with the officer's travelling claim for the month and, as pointed out in paragraph 102, the information contained in it as regards inspections carried out during the month was not accurate. The form was not being used as a check on inspections. It contained reference to other matters such as strength, stores, remounts and forage, health, Municipal police, village ghaffirs and was regarded as a routine return.

The Commandant, the Deputy Commandant and the three District Superintendents, (Northern, Southern, and Jerusalem) are paid a commuted travelling allowance at the following rates: Commandant £15 a month. Deputy Commandant £12 a month. District Superintendent £12 a month. I find that this commuted allowance was being granted each month on a certificate that the officer had actually kept and maintained a car during the month and that no petrol had been drawn from Government supplies. No statement of inspections carried out or travelling done during the month accompanied this certificate. When the payment is sanctioned therefore by the Commandant he has nothing before him to show what travelling the officer who has drawn this allowance actually did in the course of the month.

I did not find that there was any real check at Headquarters on inspections which were being carried out by each officer.

May I say that in my opinion there should be only one ground for the payment of any sum from the Police Travelling Vote and that is on account of the actual journeys performed on Government duty, and in the case of an officer who has to keep a car for the performance of his official duties, a sum of money sufficient to cover just depreciation and the cost of the annual licence fees. The grant of a commuted allowance to an officer merely because he happens to be of a certain rank, irrespective of the inspections which he ought to carry out and of the inspections which he actually carried out, is not a fair or sound method from the point of view of the officer or from the point of view of Government. My own experience of such a system is that the lazy officer benefits by such an allowance, the energetic officer is probably out of pocket. Unless there is a very real check and a minimum limit laid down as to the amount of travelling which must have been done for the allowance to be drawn, it is a system which directly encourages the lazy officer. In a Police Force the amount of travelling to be done will depend or should depend on the number of stations and posts which the officer is required to inspect and the volume of serious crime which he is required to investigate. The inequality of granting the same commuted travelling allowance to the District Superintendent of the Northern, Jerusalem, and Southern Districts will be appreciated from the following figures made out on the disposition of stations and posts in February, 1930:—

District.	Stations and Posts.	Prisons and Jails for which Superintendent is responsible.	Jewish Colonies.	Cases of serious crime 1929.	Of which cases of murder and manslaughter.
Northern ..	12+24=36	1 Prison at Acre 4 Jail Labour Companies 1 Reformatory	76	2,496	107
Jerusalem ..	4+10=14	Nil	7	792	31
Southern ..	9+16=25	Nil	33	710	43

Now if all three District Superintendents were inspecting their stations frequently and visiting the scene of serious crime, visiting Jewish colonies and (in the case of the Northern District) visiting prisons and jails, I calculate that the District Superintendent of the Northern District would have three times as much travelling to do as the District Superintendent of the Jerusalem District and about twice as much as the District Superintendent of the Southern District. Yet, under the present system, all three officers would receive

actually the same travelling allowances whatever the actual amount of travelling might be. The system is, I submit, neither fair nor sound.

(b) *Check on travelling claims.*—In paragraph 64 (c) it has been mentioned that Mr. Broadhurst made a journey to Jaffa and back by car for which he charged mileage £1 18s. Mr. Broadhurst did not visit any Police station on the way to or from Jaffa. In accordance with the Orders of Government transport by motor-car should not have been admitted in this case because the journey could have been performed by rail. The cost of the return journey by rail (first class) would have been 16 shillings. In spite of the orders of Government on the subject (Chief Secretary's Circular Adm. 88/591 of May, 1925), Mr. Broadhurst's claim was passed. It was signed six times by the Commandant. The signing of a travelling claim is of no value unless a check is exercised on the manner in which the journey was carried out and the reason for it.

As stated in paragraph 60 (a) the cost of Police travelling is higher in Palestine than in Ceylon, where the area to be covered is larger, there are more stations to be inspected (stations are more regularly inspected and visited), more crime to be investigated, more Courts to be attended and more transfers from one station to another as a result of a larger strength and more stations to be staffed. I do not see that the signing of each travelling claim by the Commandant provides in itself any real check on expenditure, under the Travelling Vote. I think some more adequate check is necessary.

(c) *Check on Forage Allowance.*—Forage Allowance is paid on a certificate that a horse has been kept. I consider that it is in every way desirable that a Police officer should keep a horse and he should be encouraged to do so provided that he does use the horse for official purposes. An officer who keeps a horse and makes a point of riding through his Headquarters town would see more while doing so than if he only goes through the streets in a motor-car. On a horse he will stop and talk to the constables he meets, in a car he will not. In a district an officer will get to villages and places on a horse where a car cannot be taken. At the present time there is no check on the journeys done on horseback. I think the payment of forage allowance should depend not only on a horse kept, but also on what use is being made of a horse for official purposes.

(d) *Check on Good Conduct and Proficiency Pay.*—As has been noted in paragraphs 62 and 63 of this Report there has not been sufficient check from Headquarters on the grant of Good Conduct Pay and Proficiency Pay. The rule that constables who are continually guilty of minor offences should be deprived of good conduct badges is not being observed. There is apparently no case on record of a Lance-Corporal or constable who has become inefficient, lazy or inattentive to his duties being deprived of Proficiency Pay as provided for in the Regulations.

I submit that it is not the duty of the Chief Secretary, or the Treasurer, or of the Auditor to say whether a constable should be drawing Good Conduct Pay or Proficiency Pay. The Government provide the allowances to encourage good conduct and proficiency. The Government must rely entirely on the Head of the Force to see that the money is put to good use and that no man is paid this money unless he is really deserving of it.

(e) *Check on unnecessary expenditure of Government Funds.*—In commenting in paragraph 102 on the fact that stations and posts had not been inspected sufficiently by the Commandant in the years 1928–29, I mentioned that in the year 1928, 36 days of the Commandant's time had been taken up by visits to Egypt and in 1929, 33 days. It has been noted that the Force has not been getting sufficient supervision by visits to stations. I consider that the work at Headquarters shows signs of lack of intelligent direction, check and supervision both in the Criminal Investigation Branch and on the administrative side. The Commandant states that these journeys were necessary to maintain liaison with Egypt in communist and other matters. Almost every Police Force has to maintain liaison with neighbouring countries but it does not follow that the Head of the Force can afford personally to spend

1/10th of the year in visiting, on duty, a neighbouring country. The Ceylon police keep in very close touch with the Police in India. The Ceylon C.I.D. receive weekly reports from the Police of the different provinces in India and a weekly report from the Director of Intelligence. We correspond continually by letter and telegraph. I have met the Director of Intelligence when in England on leave and we sometimes see officers of the Indian Police on their way through Colombo, for a few hours when the officers go on leave. If there was some important matter in hand the Indian police might send down an officer on special duty to Ceylon or we might send an officer to India, but neither in the Ceylon nor in the Indian police could the Head of the Force possibly spare the time to make constant journeys to the neighbouring country. When I pointed out the time taken up by these journeys to Egypt which might have been spent in the training and supervision of the Force, the Commandant stated that he had to make these journeys to Egypt himself on account of Mr. Broadhurst's incompetence. In my opinion neither the Head of the Force, who is responsible for the training and supervision of a young Force consisting of a body of officers and men largely untrained in Police duties, nor the Head of the Criminal Investigation Branch whoever he may be, who is responsible for collecting and communicating intelligence which may be of vital importance to the Government of Palestine in preventing disorder, can afford to spend so many days in a month in Egypt.

These journeys were not originally frequent, nor was it apparently intended that they should be so. The records I have seen indicate that they were first made in each case for some definite purpose. The first record I have seen is on 14th February, 1926, when the Commandant wrote to the Chief Secretary as follows:—

"Dear Colonel Symes,

"Would you have any objection if I went to Egypt next week, starting from here on Sunday the 21st, and returning by train which leaves Kantara on Wednesday the 24th. I am anxious to see Russell, Anson and Jarvis, all of whom will be there and shall probably be able to fix up a good deal of many outstanding matters without further correspondence."

The next letter is one from Major Anson to the Commandant dated the 21st August, 1927.

"Dear Mavrogordato,

"Is there any chance of your being able to come to Cairo in the fairly near future and discuss a number of matters of mutual interest to us? I run, as I think you know, a one man's show, and see no possible chance of being able to get away to come and see you and I think we should meet."

On this letter the Commandant wrote to the Chief Secretary as follows on the 6th September, 1927:—

"Dear Colonel Symes,

"There are various matters that require settling in Egypt and Sinai . . . With your approval I propose to go down some time this month to see to all these things. May I know if this is in order as I have to find out whether the people I want to see are available."

The next letter is one from the Commandant to the Chief Secretary dated the 17th March, 1928:—

"Dear Colonel Symes,

"If you approve I propose to go to Cairo (after the 'Mikado' is over) leaving here on the 23rd and returning on the 26th. I want to get straight the wireless business. The Air Vice-Marshal wants us to indent through him and has forwarded a list of necessities. Our people at this end have put in a different list. When experts disagree it is the very deuce, and unless it is squared we shall fall between two stools and get all the wrong things and then have two people saying 'I told you so.' Major Anson also wants to see me about a new Company which it is alleged is to be started in Egypt, Palestine, and Syria as a successor to 'Arcos' and 'Russo-Turque.' I am also anxious to get information about the Italian Crown Prince and Princess Mary from Russell. I mentioned this to H.E. yesterday and he approves."

I gather that since permission has been obtained from the Chief Secretary by telephone, I do not think that it could have ever been originally intended that these journeys should become a regular habit. The original letters do not give this impression, yet this is what it has developed into. The Commandant informs me that he meets on his visits Major Anson (Special Branch, "Egypt," re communism), Russell Pasha (Commandant, Cairo Police), Major

Jarvis of Sinai Province (Tribal Matters), Mr. Willis, Passport control re deportees, ... Chetwynd (Camel Corps, smuggling). There is no record of meetings held. No minutes. No notes of meetings. No report to the Palestine Government of the matters discussed and dealt with at each meeting. I found a record of one report dated the 10th October, 1927, by the Commandant to the Chief Secretary on the "Communist movement in Palestine" and a report dated the 25th March, 1929, on "Police work in political and communistic matters."

There is, of course, always some good to be got out of every meeting between two Police officers or any meeting between a Police officer and a member of the public or a member of another department, and a Police officer can always pick up some information in another country, but there must, I submit, be some consideration of the time and money involved if these visits and journeys are to count as duty and to be made at the expense of public funds.

The cost of these journeys to the Palestine Police Travelling Vote may be gathered from the following :—

1928.	Journeys made.	
18th—23rd January	Jerusalem—Cairo.	
23rd—27th February	" "	
23rd—27th March	" "	
3rd—9th May	" —Port Said.	
7th—11th June	" "	
13th—18th July	" —Alexandria.	
4th—8th November	" "	
2nd—6th December	" —Port Said.	
Average cost of each trip to Cairo :	£	
Cairo four nights at £1.100 mils	4.400 mils.	
Train one night	.750 "	
Cab fares	1.000 "	
Train from Lydda to Cairo and return	8.200 "	
Total	14.350 mils.	
Total expenditure 1928 (eight journeys) :	£	
Subsistence Allowance and Cabs	47.	
Train	66.000	
Total	113.000	

Total number of days spent on journeys to Egypt—36.

1929.	Journeys made.	
31st January—5th February	Jerusalem—El Arish and Egypt.	
7th—12th March	" —Cairo.	
18th—23rd April	" "	
19th—23rd May	" —El Arish.	
6th—11th November	" "	
11th—16th December	" —El Arish—Cairo.	

(NOTE.—The Commandant was on leave from 7th June to 8th September, 1929.)

Total Expenditure, 1929.	£
Six journeys, subsistence allowance and cab fares	41.000
Train... ..	49.000
Total ...	90.000

Number of days spent on journeys to Egypt—33.

I consider that the Palestine Government can neither afford this expenditure nor should the country be able to spare the Head of the Police Force, or any Police officer, for visits of this kind to Egypt. I recommend that these journeys be stopped. If at any time there is some important matter which cannot be settled by letter or telegraph, the Government may consider the possibility of an officer being spared, but such a case should be rare.

211. Recommendations for the future.—I recommend that :—

(a) A return of Inspections done should be attached to the Monthly Travelling Claim of each officer.—The present Police Form P.302 should, I recommend, be abolished. It serves no useful purpose and is not an efficient check on the stations that should have been inspected and on the stations actually inspected. I recommend that instead a "record of stations and posts inspected and of stations and posts visited during the month of" be drawn up in the following form on a half sheet of paper :—

Stations and Posts.	Date of Inspection.	Dates of Visits.
.....		
.....		
.....		

Each officer will send in a travelling claim once a month to the Commandant as soon as possible after the end of the month.

Attached to the travelling claim will be the form above mentioned, duly filled in. The travelling claim will be checked with the form. If stations and posts have not been inspected or visited in accordance with the orders (vide paragraph 106 as regards the proposed order to be laid down by the Commandant), the reason why they have not been inspected or visited should be stated on the form. The Commandant will depute an officer at Headquarters to check each travelling claim with the form as it comes in. The officer so deputed will, if the form is not complete or no satisfactory explanation is given as to why stations and posts have not been inspected, return the form to the officer to report. The claim for travelling actually done, if in order, can in the meantime be passed. The form will be detached and will be finally submitted by the officer deputed to scrutinize the form to the Commandant. This is all the Commandant need see of travelling claims. An officer qualified to do so should check whether the amount claimed is in order. What the Commandant wants to see is whether the stations and posts have been inspected. This he will see from the Form. If the Commandant is not satisfied with the inspections and visits paid or the explanation given by the officer is not satisfactory he will go into the matter. The forms on completion will be filed at Headquarters so that the inspections done by each officer will always be on record. If it should happen that any officer has constantly to be pulled up for not inspecting his stations and posts, the fact that he has been warned on previous occasions will be on record at Headquarters.

(b) Commuted allowances to be abolished—(vide paragraph 210 (a)). At the present time Police officers are recompensed for travelling done not on the basis of the travelling done but in accordance with the rank of the officer. The rate of subsistence allowance should vary with the rank of the officer. As regards actual mileage done on the road in a motor car I see no reason why any difference should be made between one officer and another on account of rank. The cost of petrol and the cost of a motor car licence fee is the same for all officers. As stated in paragraph 210 (a) at the present time some officers are granted commuted allowance (Commandant £15, Deputy Commandant £12, three District Superintendents £12), some officers receive an allowance of £6 a month for keeping a car and are paid a kilometer allowance of seven mils per kilo. for journeys done on duty. Other officers do not get an allowance for keeping a car but are paid 15 mils per kilometre for journeys done on duty.

I would suggest the following scheme as being simpler and fair to all:—

(1) The Commandant to decide which officers require to keep a car for the purposes of their official duties.

(2) Each such officer whatever his rank may be (Commandant, Deputy Commandant, District Superintendent, Deputy Superintendent of Police, or Assistant Superintendent) will be granted a sum of £4 a month to cover just depreciation and the cost of licence fee, etc., in view of the fact that the officer is using his own car on official duties, and an allowance of 8 mils for each kilometre travelled on official journeys. Each officer will then be recompensed for the journeys which he actually performs and the amount paid will be in direct proportion to the journeys carried out.

I asked Mr. Kinglsey-Heath to go into the matter of a fair car allowance with persons who have owned a car for some time in Palestine but who did not draw an allowance from the Government and might therefore be regarded as unbiased. The consensus of opinion was that this allowance and the rate per kilometre would be fair and reasonable.

(3) Each officer who is granted an allowance of £4 should certify that he has actually kept and maintained a motor car during the month and that no petrol had been drawn from Government supplies.

(4) All commuted allowances to be abolished.

(5) In the case of an officer who has not been granted permission to keep a car to perform an official journey he will perform the journey by train or engage a seat in a bus.

(c) *Forage Allowance.*—(Vide paragraph 210 (c)). When submitting an application for the grant of forage allowance at the end of the month the officer will attach to the certificate that he has kept a horse during the month, a return in the following form:—

Forage Allowance.—*Monthly return of mounted duty and training of a horse. (Journeys, Parades, riding school, etc.)*

Done during the month of

Officer's name and District

Description of horse

Date.	Mounted Duty or Training done.
.....	
.....	
.....	
.....	

If a horse has gone lame or cannot be worked the fact will be stated in this return. An officer deputed by the Commandant will check all returns as they come into Headquarters and if sufficient journeys on horseback on Government duty have not been done he will return the claim for explanation. It will be understood, of course, that in some cases the horse might be lame or the officer ill so that few or no journeys on horseback may have been done during the month. The horse has had to be fed and in such a case the claim should be passed. This, however, should not happen frequently. In the ordinary course though, unless sufficient journeys on horseback or sufficient mounted duty have been done, the claim should be cut down or disallowed as the case may be.

(d) *Travelling claims.*—As an example of the present system of dealing with travelling claims may I mention the following. A constable at Acre (P.C. 791) did a journey on duty from Acre to Kantara on 9th February and returned to Acre on 10th February. He escorted a deportee from Acre to Kantara. He was away one night. He was entitled to draw 100 mils

(2s.). A travelling claim was made out in the official form. The constable signs it three times. The Assistant Superintendent at Acre signs it six times. The District Superintendent of Police in the District office signs it six times. The District Superintendent signs it six times and the Commandant signs it six times. The constable is then paid. The form has been signed 27 times, and has passed through the hands of four responsible officers. The amount of time lost and the delay in dealing with travelling claims under this system must be immense in a Force of 1,975 of all ranks. May I suggest that the following system be substituted:—

(1) The Commandant to give each District Superintendent an allotment from his Travelling Vote in proportion to the strength of the district, the number of stations and the amount of travelling to be done. The District Superintendent will be responsible to the Commandant for the control and expenditure of this money in accordance with the regulations.

(2) The District Superintendent can, at his discretion, give an allotment to his assistants in charge of divisions. The responsibility for the allotment will, however, remain with the District Superintendent.

Each Division therefore may have its own allotment for travelling. Under this system the Assistant Superintendent at Acre may have an allotment under the Travelling Vote to meet the cost of travelling in his Division.

(3) The constable at Acre goes to Kantara on duty. On his return his travelling claim is made out and is examined by the Assistant Superintendent at Acre. If the Assistant Superintendent at Acre is satisfied with it and it is in order in accordance with the regulations, he passes it and the constable draws the money at once at Acre by presenting the passed claim at the local Sub-Accountant's office.

(4) After the constable has drawn the money the voucher is in due course scheduled with other vouchers for money paid from the Travelling vote and the schedule goes through the District Superintendent's office to the Commandant's office for check. The schedule only has to be signed by the District Superintendent of the Northern District and by some officer in the Commandant's office who will be deputed to attend to this work. If the travelling claims are in order and have been rightly paid the schedule will then go through to audit. If the audit queries the payment the constable at Acre may have to be surcharged if he was overpaid or wrongly paid.

(5) The District Superintendent of Police will keep an eye on his allotment and each month will get a statement from each of his Divisions to which he has apportioned allotments. He will see that each Division in his own district does not in any month exceed 1/12th of the allotment allowed for the year. If 1/12th of the allotment is exceeded in any one month the District Superintendent will make inquiries as to what is the cause of this excess. The Commandant will get from each district a monthly statement of expenditure and the Commandant will each month see that 1/12th of the total travelling vote of the whole force is not being exceeded in any one month.

(6) On their inspections the Commandant and Deputy Commandant (Administration) will keep an eye on the expenditure on the travelling vote as allotted to each District Officer. The District Superintendent will on his inspections check the allotment to the Divisions.

(7) The travelling claims of subordinate ranks will be paid as made. The travelling claims of officers will be paid once a month as mentioned in paragraph 211 (a) for the reason that in the case of the officer a return of inspections done during the month must be attached to the travelling claim.

(8) The Commandant should not be required personally to check claims. He has far more important duties to perform in training and supervising his officers and men. The Commandant should depute an officer in his office to check travelling claims. All the Commandant should see is a return of inspections done by officers (after they have been checked in his office) to see that his order (paragraph 106) is being observed.

(e) *Imprest to be banked by officer in his official capacity.*—The District Superintendent, Northern District, informed me that he could not leave his Headquarters for any length of time as the cash imprest was made out in his name and he was the only officer who could operate on the account and draw money as required. I went into the matter with the Treasurer, who states that in terms of Sections 187 and 190 of the Financial Regulations there is no objection to the money being banked by the District Superintendent in his official capacity. The District Superintendent should open an "official Bank Account" and though he is responsible for the money there is no objection to his writing to the bank and authorizing the bank to accept the signature of his Deputy, who would sign cheques in his absence on duty. I recommend that this be done. The District Superintendent is the officer one wants to see going round his stations and posts.

(f) *Commandant's signature on documents.*—The fewer documents the Commandant has to sign the better. The whole time of the Commandant in the future is going to be taken up in the training and supervision of the Force. If the proposal in sub-paragraph (d) above is approved, the Commandant will not in future have to sign travelling claims. Other documents which the Commandant has to sign at the present time are :—

(1) All attestation forms and re-engagement forms under the Police Ordinance. I see no reason why the Personal Assistant to the Commandant should not sign these on behalf of the Commandant. If Government approves this might be authorized.

(2) All indents on the Crown Agents for stores. The Commandant should check these indents but I see no reason why he should sign every indent personally. If Government approves, the Personal Assistant might sign these indents on behalf of the Commandant.

(3) Other Charges Vouchers.—The Personal Assistant to the Commandant might, if Government approves, sign these vouchers.

(g) *Paysheets.*—The Superintendent, Northern District, informed me that the paysheet for the Northern District had to be in the Commandant's office by the 15th of the month. Paysheets had to be prepared by the 8th of the month to enable this to be done. In case of a constable being absent or transferred from, say, the Jenin station at the time that payments were being made, if it was not possible to pay him within three days the paysheet had to be returned and the constable would not be paid till the following month or had to be paid on a new paysheet.

I went into the matter with the Treasurer who stated that there would be no objection to the following scheme :—

(1) Establishments in each district to be fixed.

(2) Draft to be sent from the Treasury to each District on an imprest system marked "not to be cashed till.....date."

(3) After payment of all men in the District the completed paysheet will be sent back with any balances by draft marked "not cashable."

In a Police Force there may often be changes after the 8th of the month as a result of a constable having been transferred, being away on leave, etc., and some such system as that proposed would make it not necessary to prepare a paysheet till later in the month when it would be known where each constable would be on pay-day. On the 8th of the month it is not always possible to say where a man will be. If Government approves, this new system might be introduced.

(h) *Revision of all forms and returns which are sent in by Stations to Divisions, Divisions to Districts, and by Districts to Headquarters.*—The impression conveyed on me is that a lot of labour and time is being wasted attending to returns which are of little or no value when the time of officers and clerks might be more usefully employed on matters which really do need attention. It has been proved how Form P. 302 is of little or no value. There must be other forms which were devised some years ago which are not now serving

any useful purpose. I suggest that in their place returns and form which are of real value might be substituted, e.g., a quarterly summary of crime vice the bi-monthly *Criminal Intelligence Gazette* (paragraph 199 (b)), a return of inspections to be attached to the monthly travelling claim vice Form P. 302 (paragraph 211 (a)), forage allowance return of mounted duty done during the month (paragraph 211 (c)), a weekly report form (paragraph 109).

Every return or form in use should definitely check some work or expenditure which needs checking and when the return is sent in it must be examined by a responsible officer who will see that what should be done has been done.

I recommend that a business-like officer with an accurate mind (such as Mr. Burns) should be put on special duty for a short time to go through all the returns which have now to be sent in by (a) Stations to Divisions, (b) Divisions to Districts, (c) Districts to Headquarters, and see which can be abolished, which might be improved upon, and what new returns are really needed to provide an efficient check on matters that require check.

(i) *Legislative or other Councils.*—The Commandant at the present time is on the Advisory Council, which does not take up a great deal of his time as the Council is composed of officials only.

When any new scheme of enlarging the Council is under consideration I recommend that the Commandant of Police be taken off the Council for two reasons :—

(1) The Police are in a much sounder position in enforcing a law or by-law if they have nothing to do with the making of it. Supposing a law which has been passed is unpopular and gives rise to trouble the Police attitude is "we have got to obey the law just as much as you have. We did not make the law but it is our duty to enforce it. If you do not like the law you should urge by constitutional methods for it to be amended. Whatever happens you must not resort to force."

(2) The time of the Commandant in the future will be taken up with the training and supervision of the Force. If the Council is enlarged the proceedings may last longer.

For the same reason I would urge that no Police officer should be allowed to serve as a member of any Municipal Council and the Police officers should so far as possible be kept off councils and committees.

(k) *Extraneous Duties.*—In Part XIII of this Report it has been recommended that the Police should be relieved of certain extraneous duties. If this can be arranged for and if the proposals put forward in this paragraph are approved, the officers of Police should have more time to give to the training and supervision of their men, to the investigation of crime and to the prosecution of offenders in the Courts.

212. *General Control.*—(a) *Maintaining order at large gatherings.*—I had the opportunity of seeing the Police dealing with large crowds at the Nebi Musa festival and at the ceremony of the "Holy Fire" in the Church of the Holy Sepulchre. The Commandant and all the officers available in Jerusalem were on duty with a large number of British and Palestinian police. I have nothing but praise for the admirable manner in which order was maintained. All ranks worked very hard under conditions that were not easy. The Commandant himself is quite good on work of this kind. He is good-tempered in a crowd, gets amongst the crowd and helps his men. Engaged on work of this kind the Commandant and his officers and men entirely fulfil their responsibilities. They understand the work and do it well. The way in which officers and men set about their duty on these occasions convinces one that, as stated in paragraph 71, there is good material both amongst the men and the officers. What they understand they can do. They need training and supervision in other directions by officers competent to supervise them.

(b) *Control of subordinates in their relations with the public.*—The need for this in every Police Force was referred to in paragraph 112. It is particularly necessary in a Force that is largely untrained in exercising the wide powers entrusted to it.

As already stated it has to be remembered that the members of the Force who have not been trained in modern methods of investigating crime have little but what is remembered of Turkish methods to fall back upon. It is important that the Force should be now trained and that with this training, and the provision of additional Magistrates (if approved) to secure the prompt record of evidence in every case of crime by a Magistrate, it should be made clear to all members of the Force that unnecessary arrests and the use of unnecessary force on persons in Police custody do not tend to promote co-operation between the Police and the public. I think the Force needs education on the lines that all ranks must endeavour to seek and obtain the good-will and co-operation of the public. I do not think it has been sufficiently brought home to them in the past and, as stated in paragraph 164, I do not think the Commandant sufficiently realizes the responsibility of his position in standing between his men and the public when a complaint is made against the Police.

I should imagine that, from what the Judges say, as quoted in paragraph 167, in the past the Police "have got away" with a good deal in the way of unnecessary arrests and the use of unnecessary force on persons in custody, largely committed through ignorance and from lack of training and supervision. There is at the present time in Palestine no Legislative Assembly in which members of the public are represented. In course of time there is bound to be such a body. Cases of unnecessary interference, unnecessary arrest, and the use of unnecessary force by the Police will then be raised in such an Assembly, and a man who may have received no advice to the contrary may wake up with a shock to find that what he thought would pass unnoticed is made the subject of discussion and reported in the Press, while he himself may be called upon to show cause why he should not be dealt with. It is advisable therefore that, apart from all other reasons of humanity and proper conduct, the Police should set their house in order before any such Legislative Assembly is created. In fairness to officers and men it is important that they should receive training and advice from the Commandant on these lines.

(c) *Vision and initiative and policy.*—In paragraph 147 (b) it was stated that an entirely different type of officer was required for the rank of Assistant Superintendent to that required for the post of British Inspector. The latter was a post which might be considered as a reward for long and meritorious service as a non-commissioned officer. The Assistant Superintendent, on the other hand, would have to take charge of a Division and should have some definite policy by which he intends to prevent crime in his Division, and as to the lines on which he wishes his stations and outposts to work in order to prevent crime. He must organize patrols with the object of preventing crime. It was mentioned that he should have vision and initiative to enable him to do this. He would be required to give his subordinates a lead. If these qualities are necessary in a Junior Assistant Superintendent how much more so are they needed in the Head of a Police Force?

I have stated that the weakest branch of the Force was the Criminal Intelligence Branch and it has been stated that the whole Force needs training and supervision. I think that in addition to the need for more attention being given to the training and supervision of officers and men, one of the points which the Force suffers from at the present time is a lack of vision and initiative and a lack of some definite policy by the Commandant. As an example may I quote one instance. After the disturbance in August, 1929, the High Commissioner directed the Commandant to submit proposals for an increase in the strength of the British section and for the re-organization of the Palestinian section of the Force. The Commandant drew up a scheme for increasing the strength of the British police and was then faced with the question of the re-organization of the Palestinian police. The Commandant sent out a circular marked "Secret and Personal" to his District Superintendents on the 18th October, 1929, in which he explained that :—

"as a result of the recent disturbances it is possible that the present organization of the Force will be changed to some extent and I wish District Superintendents to submit their views on the future organization as soon as possible."

The Commandant went on to say in paragraph 2 that :—

"it is obvious that a large increase in the British Police is necessary and proposals for an increase to bring the strength up to 600 have been drawn up and will be submitted to Government in the near future."

In paragraph 3 he stated that :—

"with regard to the Palestinian section it is obvious that the work of criminal investigation and prosecution must still very largely be left to them but in order that this very important duty may be carried out efficiently, I propose to form an Investigating and Prosecuting Branch at Headquarters and to ask for additional emoluments for personnel employed on this duty and on Traffic duty in Divisions."

He then went on to say in paragraph 4 :—

"The proposals outlined in paragraphs 2 and 3 of this letter can only be carried out by a large increase in the Police Estimates or by a reduction under existing Votes which will provide the additional sum required. While it is probable that an increase in the Estimates will be sanctioned it is also probable that some part of the additional funds will have to be produced by savings under existing Votes. These savings can either be made by :—

- (a) reducing the rates of pay of Palestinian personnel, or
- (b) reducing the strength of the Palestinian section.

"Of these two alternatives (a) is perhaps more feasible since it may be necessary to create new Police posts in many parts of the country and it is probable that this can only be done if the Palestinian section is maintained at present strength."

And in paragraph 5 :—

"I think that it is obvious that any action for the re-organization of the Force must be on the lines described above. . . ."

I submit that in such an important matter as the organization of the Force the Commandant, after being nearly seven years in the country, of which period for the last five and a half years he has been in sole control of the Force, should have had some very clear ideas of his own as to whether it was practicable to reduce the rates of pay of the Palestinian police or to reduce the strength of the Palestinian section of the Force.

On the 19th December, 1929, the Commandant submitted a scheme for the re-organization of the Palestinian section of the Force. In this scheme no mention was made of a reduction in the rates of pay or in the strength of the Palestinian section. On the contrary an increase in both personnel and expenditure was asked for. A great deal of what was asked for in the Commandant's letter of 19th December was quite sound and I have recommended many of these proposals. When I pointed out to the Commandant that the scheme of either reducing the rates of pay of the Palestinian personnel or reducing the strength of the Palestinian section, as foreshadowed in his letter to the District Superintendents, was different in principle from the scheme submitted to the Government, the Commandant stated that as regards the scheme of reducing pay or strength "the High Commissioner would not hear of it." The point is that the two letters indicate, to my mind, the lack of a definite policy. The Commandant of the Force should, after having served some years in the country, have been quite clear in his own mind as to whether it would be a sound proposition to reduce the pay of the Palestinian section. If it was not, what was the object of suggesting such a course to the District Superintendents? The District Superintendents are entitled to look for a lead from the Commandant in a matter such as this. It has been mentioned in Part V of this Report that the Force has suffered in the past from constant changes in pay and strength. In July, 1920, a constable drew £6 10s. a month pay and £1 a month was paid as marriage allowance. On account of financial stress the Estimates of expenditure had to be reduced and in the autumn of 1920 orders were received for a considerable reduction in the establishment and pay of the Force and during the winter and the following spring 60 per cent. of the Force resigned. One of the troubles in this young Force has been the number of changes in the strength and rates of pay which have been inflicted on it. It would have been disastrous in my opinion to have made a reduction in the pay of the Palestinian section of the Force at the present time. If it was not seriously proposed, why was this suggestion put forward to the District Superintendents as being one of two courses open to the Commandant? It was actually stated in the letter to the District Superintendents that of these two alternatives (reduction

in rates of pay or reduction in strength) " a reduction in the rates of pay is perhaps more feasible."

In my opinion it is important that an intelligent type of man of some education should be attracted into the Force as a constable. The days of the illiterate constable are over. I have suggested that language allowances should be given to encourage a man of some education to join the Force and to encourage men already in the Force to improve their knowledge. Any scheme of reduction in the rates of pay would, I submit, have had exactly the opposite effect. Men of intelligence would not have come forward to enlist in the Force and it is possible that, as happened in 1920, men of intelligence now serving in the Force would have resigned if the rates of pay had been reduced. I have no doubt that the Commandant eventually realized that the reduction in pay proposed was not feasible, but when one sees a suggestion of this kind seriously put forward, one begins to doubt the judgment of the officer.

I mention this case as indicating a lack of vision, and the lack of a definite policy which must be a serious handicap to an officer placed in charge of a young Force which needs control and training.

213. *The Police Office and Office hours.*—The office files are kept in a tidy and business-like manner.

The office hours may be suited to the convenience of the staff, but personally I doubt very much if they are good for their health and I am sure that they are not the best hours from the point of view of the out-turn of work. The office hours are :—

Winter. 7.20 a.m.—2 p.m. on six days in a week.

Summer. Monday, Tuesday, Thursday and Friday 7 a.m.—2 p.m.,

Wednesday and Saturday 7 a.m.—1 p.m.

Apparently the system is that provided 40 hours' work in the week are put in the actual hours of work is a matter for each Department to arrange.

I understand that these hours were originally decided upon when the Government Offices were on the Mount of Olives, some distance out of the town. The means of communication (motor-buses) were not as good and as cheap then as now, there were no restaurants in the vicinity and I understand that it was felt that it was putting the clerks to unnecessary expense to bring them out of the town twice in the day, in the morning and in the afternoon. The conditions have since changed. All the Government Offices are now in the town, the Police Office is in the centre of the town. Means of communication are reasonably cheap. There are restaurants in the town. Admittedly clerks do not live near their offices but nor are they able to do so in the majority of large towns. As towns develop it is almost invariably the case that the workers have to come in by train, tram or bus. They arrange either to have their midday meal in a restaurant or club or else bring it with them.

Let us now consider the Police Office hours. In winter 7.20 a.m. to 2 p.m. on six days a week, in summer 7 a.m. to 2 p.m. on Mondays, Tuesdays, Thursdays, and Fridays and 7 a.m. to 1 p.m. on Wednesdays and Saturdays. Supposing a clerk lives at some distance from the office, what sort of a meal is he or she getting before being in the office at 7 a.m. in the summer or 7.20 in winter? Whether a clerk gets a suitable meal or not before coming to the office, can any clerk in any country work continuously for practically 7 hours? Personally, I say it is impossible. They may sit in their chairs for 7 hours but I cannot believe that any really good work is done in the last one or two hours. My own impression is that it has been proved in factories, in schools, colleges, big undertakings of any kind, that the staff work all the better if there is a definite break in the middle of the work and that long hours without a break do not produce the best work or the best results. I do not believe that what is proved to be the case in other countries does not apply in Palestine. Personally I have found it no more possible to work more than five hours at a stretch without a break in Palestine than elsewhere. I have started office work at 8 a.m. on each day and by 1 p.m. I can do no more for the time being. If I stop at 1 p.m. and get some lunch and exercise I can start again at 2.30 and go on without any break till 7.30 p.m., and I have done so daily. I could not work on any one day from 7 a.m. to 2 p.m. or from 7.20 a.m. to 2 p.m. without a break,

much less could I do so on every day of the week. I just do not believe that any really good work can be done in the last one or two hours. If the clerk has had little or nothing in the way of a substantial meal before starting work at 7 a.m. and then goes home before getting a meal it means that a clerk can get no proper meal in the day till about 2.30 or 3 p.m. Even if a meal was taken at say 6 a.m. it is a long time from 6 a.m. to 2.30 or 3 p.m. before the next meal. I should say that is extremely doubtful if these hours are good for the health of clerks, particularly in the case of a young lad or girl.

That the hours are not the best for work I am certain. I noticed the difference between the out-turn of work in the Police Office under this system in Palestine as compared with the out-turn of work in the Police Office in Ceylon. The office hours in Ceylon are from 9 a.m. to 4 p.m. on five days in the week and 9 a.m. to 1.30 on Saturdays. An officer or clerk gets half an hour to three-quarters of an hour for lunch in the middle of the day. He either gets his lunch at his office or gets it close at hand. If there is pressure of work an officer or a clerk will get to his office at 8 a.m. to attend to it or will stop on till 6 p.m. In Palestine how can you say to a clerk "Come a bit earlier or stop a bit later" when the clerk is exhausted by not having had a meal? Mr. Antippa, who has done the greater part of the typing of this Report, has worked with me up to 7 p.m. but knocks off for a meal in the middle of the day. On paper a clerk in the Police Office in Palestine works more hours in the week (40) than a clerk in Ceylon (36, allowing 45 minutes for lunch and not including that in the 36 hours). Although the Palestinian hours are longer I am sure that the out-turn of work is not as good. I should say that more and better work would be done if the Police Office opened later so as to give the clerks time to get a meal before starting work, if there was a definite break for lunch in the middle of the day and if work was resumed in the afternoon after lunch.

Another point which has struck me is that though nominally work is supposed to start at 7.20 a.m. in winter it most certainly, in every case, does not. It appears to be so unreasonable to expect all officers and clerks to be in their places at 7.20 a.m. that one cannot very well criticize the habit of officers and clerks to be late. If the office hours were made reasonable it could be made a rule that every officer and clerk was to be in his place at that hour and the rule could strictly be enforced. I do not say that in some cases Police officers do not come back to the office in the afternoon. Some individual officers do and I have no doubt some individual clerks do so at times, but if there are no clerks generally available the officer can only do what he could have done by taking papers home. On some afternoons I have been to the Police Office and found no one there but the constable on duty at the door. It seems to me wrong that in a big city such as Jerusalem the main office should close down for the day at 2 p.m.

The officers and clerks tell me that they like the present hours and that they do not want them changed. I think it is possibly a matter which affects the Government Offices generally. May I say that with changing conditions in Jerusalem it may be found that the present hours are not the best for the work which has to be done. The work will increase and the clerks will, as the city develops, probably have to live further and further away from their offices. It may possibly be found that the system which works well in other countries, namely, of a break for lunch and work before and after lunch, is the best not only for health but for out-turn of work.

May I end this Part by putting in a plea for the appearance of the Police Office? I have said that the files are tidy. The entrance to the office, the staircase and the corridors are not. First appearances do count for something. A person going on board or leaving a ship gets his first and last impressions from the deck and gangway. A Police station and its approach ought always to be tidy. The public have to come to the Police and their impression of the Force must be affected by the appearance of a Police station. I do not see how it is possible to tell subordinate police to keep their stations tidy if they see the Headquarters of the Force untidy.

PART XXIII.

Officers.

214. *Pay of Officers.* (a) *Superior officers.*—The actual number of superior officers doing duty with the Police is 47, of these 35 are British. The strength and pay of the superior officers is as follows:—

	Pay.	Expatriation Allowance.	Cost of Living Allowance.	House Allowance.	Total.
1 Commandant	£1,200	£ 200	£ s. 97 0	—	£ s. 1,497 0
1 Deputy Commandant	£900–50–1,100 (Actual salary £1,100)	150	79 10	—	1,329 10
3 District Superintendents	£750–25–950 (Actual salary £950)	100	69 10	20	1,139 10
(NOTE.—2 Officers in addition draw Compensatory Allowance of approximately £27 a year.)					
9 Deputy District Superintendents	£550–25–750	100	59 10	30	£739 10—£939 10
33 Assistant District Superintendents	£300–10–550	50	44 10	40	£434 10—£684 10

Officers above the rank of Assistant District Superintendent receive on first appointment the grant of £40 towards the cost of uniform. Officers of the rank of Assistant District Superintendent receive a free issue of uniform on first appointment to the value of £54 5s. and receive an annual issue of uniform the value of which is £16 7s.

The salary and expatriation allowance are pensionable, the cost of living allowance and house allowance are not pensionable.

The house allowance varies according to station and is paid to married officers only. House allowance is paid to superior officers as follows:—

	District Superintendents of Police.	Deputy District Superintendents of Police.	Assistant District Superintendents of Police.
Jerusalem	20	30	40
Jaffa	12	30	40
Haifa	12	12	30
Other Towns	—	12	24

The grant of expatriation allowance, cost of living allowance with the free issue of uniform (up to the rank of Deputy District Superintendent of Police) provides a very fair amount in total pay. With allowances and uniform the pay in each grade is slightly more than the pay of the corresponding grade in the Ceylon police. In Ceylon all Police officers are entitled to free quarters, and with this taken into account the total pay and allowances in Palestine and Ceylon are much the same.

(b) *British Inspectors.*—The strength of British Inspectors is 16. Their pay is:—

Salary	£288–12—£360.
Expatriation Allowance	£50
Cost of Living Allowance	£25 18s.
House Allowance	£48
(In Jerusalem and Jaffa £48, Haifa £36, Other Towns £30)	
Total	£411 18s.—£483 18s.
Plus free uniform.	

(c) *Palestinian Inspectors.*—The strength of Palestinian Inspectors is 61. They are divided in three classes as follows:—

- 12 First Inspectors on £264 per annum.
- 20 Second Inspectors on £216 per annum.
- 29 Sub-Inspectors on £168 per annum.

Reference has already been made in Part XV to the British Inspectors under the head "British police." We may here consider the case and position of superior officers and Palestinian Inspectors.

215. *Superior Officers almost all about same age, result no promotion.*—The first point that strikes one about the superior officers is that there is no officer under the age of 31 and with three exceptions all the officers, i.e., 44 out of 47, are between the ages of 31 and 44. The Commandant's age is 43, the Deputy Commandant is 43. The three District Superintendents are aged 41, 44 and 49 respectively, and all three officers are on the maximum pay of their grade and have been on the maximum pay for six, four and one years, respectively. The nine Deputy District Superintendents are aged 35, 41, 37, 30, 37, 36, 38, 51 (Mr. Broadhurst) and 43 respectively. Four of these officers are on the maximum pay of their grade. The 33 Assistant District Superintendents are, with one exception (Paymaster, Mr. Turnbull, aged 52), between the ages of 31 and 40. It is the result of the Force being a young one (10 years) and due to the majority of the officers joining the Force in two batches, i.e., after the War and on the disbandment of the Gendarmerie.

The absence of the young officer of the age of 20 to 30 will be noted. One realizes the difficulty of providing officers for a new Force started immediately after the War by any other way than the Force was officered, namely, from the Army and from the Gendarmerie, when the Gendarmerie was disbanded, but the effect of it is that:—

(a) There is stagnation in promotion. The three District Superintendents of Police have been on the maximum of their salary for six, four and one years, and they are all comparatively young men (41, 44 and 49), while the only two appointments above them are filled by officers who are both aged 43. The nine Deputy District Superintendents differ little in age from the 33 Assistant District Superintendents. Forty out of the 42 officers in these two grades are between the ages of 30 and 40. There is not, therefore, the normal promotion resultant on senior officers retiring which would be the case in a Force that had been in existence for a considerable period of time.

(b) A large proportion of the officers of the Force will be retiring at very much about the same time.

216. *Inspectors—Stagnation in promotion and no increments to salary.*—There is stagnation in the Inspectors' grade in that there are no increments provided in any of the three classes. Of the 12 First Inspectors, three have drawn the same pay for nine years, two for seven years, one for six years, five for four years and two for three years. Of the 20 Second Inspectors one has drawn the same pay for eight years, two for seven years, and one for six years. Of the 29 Sub-Inspectors two have drawn the same pay for five years and 14 for four years. There are no increments of salary provided in each of the different grades of Inspectors as provided in the case of superior officers.

217. *Superior Officers, Method of recruitment in the past.*—Of the superior officers 19 joined the Palestine Police from the Army, 15 from the British Gendarmerie, four from other Police Forces (one English, one Colonial, two Turkish, and nine as civilians (three ex-Turkish Army, six civilians).

218. *Good Material amongst British Officers.*—There is amongst the British officers very good material. As has been stated in this Report, I do not blame the subordinate British officer for the fact that there is no regular and general system of inspection of stations, weekly parade and instruction classes, organization of patrols and check of patrolling, nor do I blame them for not having in the majority of cases visited the scene of crime, investigated crime, and attended the

Police Court and higher Courts. As stated, many of the officers came out of the Gendarmerie and out of the Army and had no previous experience of police work. They did not go through any course of training when they joined the Police Force, and I see no signs of the necessity for them paying personal attention to the points above noted having been brought home to them. As stated, a good deal can be done to make it easier for British officers to give more time to the investigation of crime and to the personal supervision of their men, and if they are relieved of the extraneous duties referred to in Part XIII they should have ample time to give to these matters.

That even under the present system crime can be investigated and patrols can be organized and checked by subordinate British officers has been proved by Mr. Riggs in the Jaffa District and by Mr. Miller in the Beersheba District.

That in time of emergency British officers will always rise to the occasion there is no doubt. I have heard on all sides how splendidly every British officer who was in Palestine in August, 1929, behaved during the disturbances. Some officers had no sleep for days. One officer told me that he did not get to bed for nine days, but snatched some sleep when possible on a table. The British officers were untiring in their efforts and showed devotion to duty and in some cases gallantry of the highest order. The way in which British officers who found themselves in the most difficult positions carried on single-handed in a situation which to any but the most stout-hearted would have appeared to be beyond all personal effort is well illustrated by the gallant conduct of Mr. Cafferata at Hebron on 24th August, 1929. In a town where the religious feeling has always been high, almost fanatical, so much so that in 1925 one British officer and 40 other ranks of the British Gendarmerie were quartered at Hebron, Mr. Cafferata found himself the only Britisher, when the most serious of all the attacks on Jews in Palestine was made by the Arabs on the Jews in Hebron in August, 1929. In spite of the fact that he was left in the air by his men and that though he had telephoned for assistance no assistance was forthcoming, Mr. Cafferata carried on in a manner which makes one proud to be associated with the name of British Police officer. Mr. Cafferata's gallant conduct on this occasion has been referred to by the Special Commission in their Report (Cmd. 5350, page 146), and in their report the Commission referred in the highest terms to the work of the British officers who were in Palestine during the disturbances.

That amongst the junior officers there is good material is indicated not only by their good services during the riots but by their keenness in their everyday duties. It has been a pleasure to see the activity of Mr. Bryant at Nazareth, the good patrol system and check organized by Mr. Miller at Beersheba and to note the good relations existing between Mr. Miller and the Beduin Sheikhs, the detective ability shown and the real "police" work being done by Mr. Riggs, and the accuracy as a Records Officer of Mr. Burns. My opinion is that with intelligent direction and supervision the majority of the other officers could be brought to this stage of efficiency. If it is made clear to them what is wanted they will do it, and in the majority of cases, they will do it well.

219. *British and Palestinian Officers in Jerusalem.*—In paragraph 33 it has been mentioned that from 14th August to 8th September, 1929, the Acting Commandant (Major Saunders) became personally responsible for the control of the Jerusalem Police District in addition to his own duties as the officer responsible for the control of the whole Force. When, therefore, the rioting, which broke out in Jerusalem on 23rd August spread to different parts of the country, the Acting Commandant had responsibility for the executive control of the Police in the Jerusalem District as well as the responsibility to the Government for the maintenance of order throughout the whole of Palestine. The Officer Commanding the Police Force must keep himself free to keep in touch with every District and with the Government and he must not assume the executive control of any one District. As stated in paragraph 33, the reason apparently was that the present holder of the office of District Superintendent of Police, Jerusalem (Major Wainwright) was on leave and the Officer acting for him (Mr. Harrington) was not considered competent to deal with such an important and difficult situation.

I consider the charge of the Police in the Jerusalem District to be a most important one. The eyes of the world are on Jerusalem, the headquarters of the various religious bodies in Palestine meet here and religious feelings are particularly

acute. They should not be, but they are. As already stated, it needs but a cry that a certain temple or place of worship is in danger or has been attacked or that co-religionists have been killed, for a state of religious frenzy to be at once aroused and in five minutes a riot of a serious nature may be in progress. I have already stated in paragraph 105 (page 90) that it is of the utmost importance that the Police officer in charge of the Jerusalem District should be a first class "Police-man." He should know what is going on without having to entirely rely upon his subordinates. He may at any time go sick or be out of Jerusalem on duty or on leave (as he was in August, 1929) and his second in command should be a competent officer. The post of Deputy District Superintendent of Police in the Jerusalem District should be filled by an officer who is fitted at a moment's notice to assume the responsible charge of the District.

At the present time Mr. Harrington is the Deputy District Superintendent, Jerusalem District, and he was so in August, 1929. It is evident that Major Saunders did not consider him fit to remain in sole charge, for Major Saunders himself undertook the responsibility in addition to his own duties for three weeks at a time when he was exceptionally busy. These remarks applied, therefore, in August, 1929. They will, I submit, apply with still greater force, if, as recommended, Hebron is added to the Jerusalem District (vide paragraph 105, page 92.)

In paragraph 160 (page 151) of this Report, I referred to a case of burglary committed in Jerusalem on the night of 28th/29th December, 1929, in which Inspector Ishak el Assali, who put his name on the Special Report as the Officer who investigated the case, had not been to the scene. In this case there was no mention in his report as to whether there were any traces of finger prints on the broken glass of the window which the offenders had broken in order to get access to the rooms entered. This report was submitted by Inspector Ishak el Assali to Mr. Harrington who signed it and sent it on to Headquarters. Had Mr. Harrington, as he should have, raised the question as to whether finger prints had been found, he would have discovered that Inspector Ishak el Assali, who had put his name down as having investigated the case, had not been to the scene. Mr. Harrington signed the report and dealt with it in a routine manner.

In paragraph 200 (b) under the head "Deportation" it was stated that reference would be made to the manner in which a deportation case was dealt with by the officers in the Jerusalem District. The following is a brief précis of the case. (Note: In this précis, D.S.P. means District Superintendent of Police,.... A.S.P. means Assistant District Superintendent of Police.)

Dr. Nazha, a resident of Jerusalem, brought to Palestine from Syria in 1928, a woman named Mary Arnaout, for the sole purpose of helping to look after his children. There was no suggestion of any kind that she was being brought for immoral purposes. She was engaged for domestic service.

Mary Arnaout fell out with Dr. Nazha and went to the Majestic Hotel, Jerusalem, where she obtained employment.

March 4th, 1929. Dr. Nazha writes to D.S.P., Jerusalem, and asks the Police "to deport her (Mary Arnaout) as early as possible." This request was based apparently on purely personal and domestic grounds.

April 5th, 1929. Immigration Officer writes to D.S.P. Jerusalem, and says: "Mary Arnaout has applied for permission to remain permanently in Palestine. Is there any Police objection to the grant of her application?"

April 21st, 1929. A.S.P., Jerusalem (Mr. Stambouli), reports and recommends that Mary Arnaout's request to stay in Palestine be refused "as she has been discharged from all her situations for irregular conduct." This statement was not correct. Mary Arnaout had only been in one situation (Dr. Nazha's) before going to the Majestic Hotel and she left this situation of her own accord. She was actually working at the Majestic Hotel when Mr. Stambouli made this report. The text of this letter was dictated by Mr. Stambouli himself. It was solely on account of this report, which was repeated by Mr. Harrington, that permission for Mary Arnaout to remain in Palestine permanently was refused.

May 18th, 1929. Mary Arnaout was deported.

There was no wardress available on the day the Order of Deportation was made out. Instead of waiting till a wardress was available, Mary Arnaout was sent off to Acre in charge of a male Palestinian Police officer. When the Jerusalem police were later called upon to explain this action the excuse given was that Mary Arnaout was an aged woman, "about 50 years of age roughly" and in another place it was stated that she was "some 40 years of age." Her age was 33, and this was shown on her passport.

The Assistant Superintendent, C.I.D. (Mr. Cosgrove), who inquired into the case reported that "Mr. Harrington tacitly admits that in the case of Mary Arnaout he allowed the persistence of Dr. Nazha to outdistance his normal regard for regulation and propriety."

Mary Arnaout complained to the British Consul-General at Beirut on her arrival. It is noted that the British Consul-General "examined her passport and stated it was quite in order and he did not understand why the Palestine police deported her."

Mary Arnaout came back to Palestine on 31st May, 1929, and complained to the Chief Secretary. The case, I understand, is still under investigation. The investigation has been seriously delayed.

It seems to me that an Officer of the rank of Deputy District Superintendent of Police, aged 37, who, in the opinion of the Acting Commandant is not fit to be left in charge of a District, though he is the Police Officer in charge of it at the time, an officer who signs reports of crime in a routine manner, and an officer who can let himself be used by an apparently unscrupulous person to deport a woman who should not have been deported, is hardly the officer whom the Government and the public in Jerusalem should have to rely on for their safety in the absence from Jerusalem of the District Superintendent of Police, who may be on duty, sick, or on leave.

I should like it clearly to be noted that I do not blame Mr. Harrington for not being fitted for this post. Before any of these incidents had come to my notice, I pointed out Mr. Harrington to the Commandant as a case of an officer who had apparently been over-promoted, and these incidents only tend to strengthen that opinion.

The impression conveyed on me is that the District Superintendent of Police, Jerusalem, has a most responsible post and a staff which one cannot call efficient to assist him. My impression of Mr. Harrington has been noted above. I am not impressed with the Palestinian Officers in Jerusalem. Mr. Stambouli, the Assistant Superintendent concerned in the Mary Arnaout case, has been in Jerusalem for the last seven and a half years. Jerusalem is his native town. He is the Police officer in charge of the Jerusalem Old City. He cannot speak English. He cannot read or write English. I am informed that he is not particularly literate in any language. Every letter he sends and every report he signs to his superior officers are written or typed in English by a clerk and Mr. Stambouli signs them. He cannot read what is written and is this respect entirely in the hands of his clerks. I understand that he dictates in Arabic what should be stated and they carry on. It seems to me that, in an important city such as Jerusalem, where the Officer in charge of a Division must have dealings with, and have to correspond with, members of the public of different nationalities, it is essential that he should be a man of some education and he should be able to read the reports and letters which he is signing.

Of the eleven Palestinian Police officers stationed in Jerusalem eight are Arab-Moslems, two Jews, and one Arab-Christian. The population of Jerusalem at the last census was —

Arab-Moslems	..	..	..	13,413.
Arab-Christians	..	..	..	14,699.
Jews	..	..	..	40,971.

If I may say so the proportion of eight Arab-Moslem officers out of eleven appears to be out of proportion to the different nationalities of the public to be served. Six of these eleven officers are natives of Jerusalem. There are, I understand, two factions in Jerusalem amongst the Arabs, and these two factions have

for many years been a source of trouble and friction. The position of the Police in dealing with them is not made easier by the fact that the Palestinian Police officers find it difficult not to take an unbiased view in dealing with these factions when they come into conflict.

The position appears to me to be hardly a satisfactory one from the point of view of the Palestine Government. In Part XXI, under the head Criminal Intelligence Branch, it has been noted that the Palestine Government were placed in a position in which they should not have been placed by Mr. Broadhurst being the Head of the Criminal Intelligence Branch. I do not think they are in a very much happier position with the Jerusalem police. The impression conveyed on me is that the British police in Jerusalem are leaving too much to the Palestinian Police officers, and the Palestinian Police officers are placed in a difficult position through being related to and connected with the people amongst whom they are working. I don't altogether blame the Palestinian officers. In paragraph 76 of this Report I have stated that it is advisable to post Palestinian Police officers to serve in Districts other than their native place. The British officer should find no difficulty in saying "no" when it should be said in Palestine. The Palestinian officer in his native place finds it extremely difficult to do his duty impartially as a Police officer when pressure is being brought to bear on him by his own relations or by his wife's relatives. A change has already been made in the C.I.D., and I think the next most urgent change needed is a change amongst the Police officers in the Jerusalem District.

It is, in my opinion, asking too much of Mr. Harrington to fill a position in which he might at any time have to assume the charge of so important a post as that of the charge of the Police in the Jerusalem District. I don't blame him for it. He has been over-promoted. If possible some place should be found for him in the Palestine police, in which he will not be placed in such responsible position as that which he fills at the present time. It is difficult because of his seniority in rank. He is really not fit to be a Deputy District Superintendent of Police, and it will always be difficult to find a place for him as, being a Deputy District Superintendent of Police, wherever he is, he might at any time have to act for a more senior officer. If only he had not been promoted he would have made an excellent Officer in charge of a Jail Labour Company. I would describe Mr. Harrington as an excellent type of subordinate officer under supervision and engaged on routine work, but on no account should he ever have been allowed to go beyond the rank of Assistant Superintendent. For his share in the Mary Arnaout case Mr. Harrington should, in my opinion, be dealt with.

As regards the Palestinian officers in Jerusalem, I think some transfers are necessary and some good fresh blood should be brought into the District. For his share in the Mary Arnaout case Mr. Stambouli should be dealt with, as well as being moved. I should like to see a British Assistant Superintendent placed in charge of the Jerusalem New City Division. In paragraph 220 it is being recommended that the strength of the Jerusalem District be increased by two Assistant Superintendents, one for the investigation of crime and one for the New City Division.

I asked Major Wainwright how he came to make the report "fitted for promotion." His reply was that he had not meant that Mr. Harrington was fit for promotion to the rank of District Superintendent of Police, but that he was fit for an increment. As Mr. Harrington is on the maximum salary of the Deputy District Superintendent's Grade and is not entitled to any further increment in that Grade, the remark has no point. If Major Wainwright finds his subordinates not to be working satisfactorily he must hand them up on definite charges. If he does not and anything goes wrong the responsibility will be fixed on himself. In describing the needs of the Jerusalem District on page 92 of this Report, I stated "the Police officer in charge of the Jerusalem District requires to be a first-class Policeman, with a real flair for seeing what people are thinking as well as to hear what they are saying. He should know what is going on without having entirely to rely on his Palestinian subordinates. He should be possessed of tact, and, at the same time, he should have a sufficient knowledge of the people and the strength of character to say 'no' when it should be said." I would recommend that Major Wainwright be given a competent second in command and that there should be a change made amongst his Palestinian officers. If, after this has been done, Major Wainwright is found not to comply with the conditions above quoted, I would

recommend that a Police officer should be moved to take charge of the Jerusalem District who will answer to these requirements.

220. *Recommendations for the future, Superior Officers.*—(a) *Distribution of Officers.*—Superior officers, i.e., officers of and above the rank of Assistant Superintendent are necessary, in my opinion, in the following posts:—

—	Commandant and Deputy Commandant.	District Superintendent.	Deputy District Superintendent.	Assistant Superintendent.	Distribution of Assistant Superintendents.
Headquarters	2 Commandant and Deputy Commandant (Admns.).	—	—	4	Personal Assistant .. 1 Quartermaster .. 1 Paymaster .. 1 Bandmaster .. 1 NOTE.—There will be 2 British Inspectors. Farrier. Armourer.
C.I.D. ..	1 Deputy Commandant.	—	1	3	Political .. 1 Records .. 1 Investigation .. 1
British Section (with strength of 650).	—	1	1	6	Jerusalem City and District 1 Jaffa .. 1 Jaffa outstations .. 1 Haifa .. 1 Haifa outstations .. 1 Safad .. 1 NOTE.—There will be 2 British Inspectors. 1 Motor Transport. 1 British Section Camp.
Training School	—	1	—	1	Instructional Officer .. 1 NOTE.—There will be 2 British Inspectors.
NORTHERN DISTRICT. Haifa and Acre, Nazareth and Safad Divisions, relieved of Prisons and Jail Labour Companies.	—	1	2 One Deputy to District Superintendent of Police; one in charge of Haifa Acre Division.	4 1 1	Crime .. 1 Haifa Town .. 1 Haifa Rural .. 1 Acre .. 1 All under Deputy District Superintendent of Police, Haifa and Acre. NOTE.—There will be a British Inspector in Haifa Town. Nazareth (Nazareth-Beisan) 1 Safad .. 1 NOTE.—There will be 1 British Inspector at Nazareth and 1 at Safad.
NABLUS DISTRICT. Nablus-Jenin Tulkarem.	—	—	1 (to be in charge of the District).	3	Crime .. 1 Jenin .. 1 Nablus .. 1 NOTE.—There will be 1 British Inspector at Nablus and one at Tulkarem.

—	Commandant and Deputy Commandant.	District Superintendent.	Deputy District Superintendent.	Assistant Superintendent.	Distribution of Assistant Superintendents.
SOUTHERN DISTRICT. Jaffa-Tel Aviv Ramleh and Gaza.	—	1	2 one Deputy to District Superintendent of Police; one Deputy in charge of Jaffa Division.	4 1	Crime .. 1 Jaffa Town .. 1 Tel Aviv .. 1 Ramleh .. 1 NOTE.—There will be 1 British Inspector in Jaffa Town. Gaza .. 1 NOTE.—There will be 1 British Inspector at Gaza.
BEERSHEBA.	—	—	—	1	NOTE.—British Inspector at Beersheba.
JERUSALEM DISTRICT.	—	1	1	5	Crime .. 1 Jerusalem Old City .. 1 Jerusalem New City .. 1 Jerusalem Rural .. 1 Hebron .. 1 NOTE.—There will be 1 British Inspector in Jerusalem New City and 1 at Hebron.
RESERVE. Leave, Sickness, Officers under training and on probation.	—	—	—	2	
Required Total Present Strength	3 2	5 3	8 9* (NOTE.— Mr. Blackett to be shewn under Prisons Department).	36 33	=52 =46 (excluding Mr. Blackett)
Additional Strength required.	1 (Deputy Commandant)	2	—	3	=6

* It has been recommended in paragraph 190 that Mr. Blackett should be appointed Deputy District Superintendent of Police Prisons, to be responsible to the Commandant for the whole of the "Prisons" side of the administration of the Police and Prisons Department, and to supervise and visit Prisons, Jails, Lock-ups and the Reformatory. If approved, his appointment should be shewn on the Prisons Estimates. The present strength of officers, with Mr. Blackett serving in the Police, is 47. If Mr. Blackett is paid on the Prisons Estimates the strength of officers working in the Police will be 46. Total additional officers required, 6.

The total cost of the additional strength over and above the provision made in the 1930 Estimates will be:—

One Deputy Commandant (already included in increased cost of the Criminal Investigation Department in paragraph 206)
£850-£50-£1,050, actual pay to be £1,000+£150 expatriation allowance £1,150
Five Assistant Superintendents on £300-£10-£550+£50 expatriation allowance £1,750
£2,900 p.a.

(NOTE.—In the 1930 Estimates provision has been included for payment of Officers Commanding British section and Training School as District Superintendents; Estimates not yet sanctioned.)

The additional Deputy Commandant will be in charge of the Criminal Investigation

Department as already explained. Of the five additional Assistant Superintendents three officers are required to fill the following additional posts, namely :—

Southern District Crime.—One Assistant Superintendent.

Jerusalem District Crime.—One Assistant Superintendent.

Jerusalem District New City.—One Assistant Superintendent.

Two Assistant Superintendents are required as reserve for leave and sickness, and there will be officers under training as probationers who will not be in charge of any Division. There are two leave periods, May to July and August to October. When officers go on leave the Deputy Commandant acts for the Commandant, a Deputy Superintendent acts for a District Superintendent. In the Divisions, where there is a British section officer available, the British section officer will act for the Divisional officer. The British Inspector will act for the British section officer. A relief is required for the following officers who will have no Deputy or no officer in the station to relieve them, namely :—Beersheba, Hebron, Personal Assistant to Commandant and the Assistant Superintendent, British section (Jerusalem City and District). There must always be one British officer in charge of the British police in Jerusalem City and District in addition to the officer in command and his Deputy. Two Assistant Superintendents are required in addition to the total number of officers actually filling posts to provide for these reliefs, and in view of the fact that there may be some officers on probation under training. Newly appointed officers are on probation for three years. In future during their first year they will be at the Training School, in their second year they will be working under an officer in a Division, in their third year they will be placed in charge of a Division and then reported on.

(b) *Recruitment of Officers.*—One of the great needs of the Force is to build up for the future a body of officers who have been trained as Policemen from an early age who will regard the Police service as a profession, and will regard the Palestine police in itself as a career. As has been noted in paragraph 215, at the present time there is no officer in the Force under the age of 31. A great many officers will be retiring at about the same time and, to a young officer aged 20 joining the Force in the next few years who joins with the idea of making himself efficient, there should be a definite possibility of his getting through to the top. As has been noted, what Palestine wants is a Police Force and not a Gendarmerie, and it will not be possible to train the Palestine police in essential police duties unless the officers themselves have been well trained and instructed. As has been noted in paragraph 147 an entirely different type of officer is required for the post of Assistant Superintendent as compared with the type of non-commissioned officer of long and meritorious service, promoted to be a British Inspector. Vision and initiative is required in the Assistant Superintendent, for it will be his duty to make plans to prevent crime and to organize patrols with the object of preventing crime, etc. He must have a definite policy as to how he intends to set about this. He must get to know his subordinates, and there is no better way of doing so than by playing games with them. Officers between the ages of 31 and 44 are getting a little beyond regular football. He would be required to keep in touch with the District Officers and Magistrates and be on good terms with the headmen and notables of the District. The Royal Commission on Police Powers and Procedure, 1929, in their Report (Cmd. 329, paragraph 52) stated: "We wish to emphasize that long experience and good service in the lower ranks of the Force are not the only, nor even the most important, qualifications for the higher posts which ought to be filled in all cases by men who, besides being themselves upright and fair-minded, are capable of impressing their own standards on their subordinates." I regard the provision of well-educated and well-trained officers as one of the essentials for the training of the Palestine police during the next 20 years. The Force does not need any more officers between the age of 31 and 44. My recommendation is that, in the future, Assistant Superintendents should be appointed from the rank of Probationary Assistant Superintendent only. I would recommend that Probationary Assistant Superintendents be appointed in one of three ways :—

(i) Appointment by the Secretary of State under the system by which Probationary Assistant Superintendents are now selected by the Secretary of State for Malaya and other colonies. The type of officer selected is the candidate who has passed the School Leaving Certificate, is well reported on by his Headmaster, and has been a non-commissioned officer in the Officers' Training

Corps at his school, has been prefect of his house, has been captain of his house or of his school team, and is generally the type of man who is likely to prove a keen and energetic Police officer and to have a good command of men. The type of officer appointed by the Secretary of State under this scheme is an excellent type and is exactly the type of young officer required by the Palestine police.

(ii) The appointment on the recommendation of the High Commissioner of a young non-commissioned officer in the British section, who has done well whilst serving in the British section and shows qualities which indicates that he is likely to make a good officer. In a Force of some 650 British police it is quite possible that there may be some young men of good education amongst them, and the fact that it is possible to rise from the ranks at an early age to commissioned rank will encourage men of a good stamp to join and remain in the British police. If, when a vacancy occurs, there is no man in the British police fit to fill the vacancy, the Secretary of State should be asked to select a candidate from England under head (i) above.

(iii) The appointment of a young Palestinian Inspector of good education and good upbringing, who has shown by his work as an Inspector that he has qualities which are likely to make him a good officer.

As regards appointments from the British police and from the rank of Palestinian Inspector, I would recommend that on no account should promotion to the rank of Assistant Superintendent be the reward of long service only. Appointments should be made by merit. The Police officer who has long service and good conduct only to his credit should not rise above the rank of Inspector.

If there is no Palestinian Inspector fitted for promotion on a vacancy arising, the vacancy should be filled by the appointment of a man from the British section under head (ii) above. If there is no man in the British section fitted for promotion, the vacancy should be filled by the Secretary of State under head (i) above. In the ordinary course, however, appointments would be made in order of rotation :—

- (a) Appointment by the Secretary of State ;
- (b) Promotion from the British police of a young non-commissioned officer ;
- (c) Promotion of a young Palestinian Inspector.

The last three appointments to the rank of Assistant Superintendent were made from the rank of :—

British Inspectors ...	...	2
British Chief Clerk ...	...	1

I would suggest, therefore, that the next six appointments be filled as follows :—

- (a) Three by the Secretary of State from England ;
- (b) Two by the promotion of young Palestinian Inspectors if fit.
- (c) One by the promotion from the British police of a young non-commissioned officer.

If there are no Palestinian Inspectors fit for promotion one other appointment should, I suggest, be made by the Secretary of State, and one from a young non-commissioned officer in the British police if fit. If there is no man in the British section fit for promotion, all the appointments should be made by the Secretary of State.

I recommend that all officers should be appointed on probation for three years. They should be attached to the Police Training School for their first year. During his first year at the Training School the newly appointed officer will be required thoroughly to get to know the Palestinian constables amongst whom he will have to serve for the rest of his career. He will play games with them, supervise the "houses" and generally take an interest in the life of the individual recruit as well as in the school as a whole. All probationary Assistant Superintendents, from whatever source appointed, should be required to live in the Mess at the Training School. This would have the effect of bringing together officers whether appointed by the Secretary of State, on promotion from the British police or on promotion from the rank of Palestinian Inspector. At the Training School in his first year the Probationer officer should be required to pass the following examinations :—Police Orders, elementary criminal law, riding, and colloquial

Arabic. In his second year he should be sent out to work under a good officer in a District, so as to get practical experience in the investigation, prosecution, and detection of crime and in inspecting Police stations and posts. During his second year a probationary officer should be required to pass examinations in practical police work and accounts. In his third year the officer would be placed in charge of a Division and tested in the application of the knowledge which he had gained. In his third year he should be required to pass an examination in reading and writing Arabic. In the event of an officer not passing these examinations or not proving fit to be a Police officer at the end of his third year his services would be dispensed with in the case of an officer appointed by the Secretary of State. In the case of an officer promoted from the British section or from the Palestinian police, he would revert to his original rank in the Force. The Probationary Assistant Superintendent would draw no increment until confirmed at the end of his third year of service. In the same way that the British officer will be required to be able to speak, read and write Arabic before he is confirmed, the Palestinian officer would be required to pass such an examination in English.

If this scheme is approved, I would recommend that regulations with regard to the passing of such examinations and the system of training of the Probationary Assistant Superintendents should be laid down in orders and rigidly adhered to. On no account should a Probationary Assistant Superintendent be confirmed unless he has proved that he is in every way suitable and has passed the required examinations. The rule with regard to passing examinations should be enforced in every case without exception. If any probationer fails to reach the standard required or proves unsatisfactory and has to be sent back to England or has to revert to the rank from which he was promoted, it will have effect on all the probationers then in the Force and on the probationers who would be appointed in the future. The officer on joining will quickly get to know whether these regulations exist in the letter only, or whether his career depends on his getting down to work at once. If approved, I would recommend that the Commandant be directed to submit to Government a detailed order on the subject of the training of probationers and the examinations to be passed. When approved, every probationer should, on appointment, be given a copy of these orders, and, on completion of his first, second, and third years of service, reports should be submitted to Government as to what examinations the probationer has passed, and in the last report (after three years) it should be stated whether or not the officer is fit for confirmation. In this connexion reference is requested to the note on the language examinations suggested in paragraph 220 (c) for both British and Palestinian probationers.

It should also be made clear in this order that on no account is an officer to be placed in sole charge of a Division till he has completed two years' service. Every officer must be allowed to do his first year at the Training School and his second year working under the direction of another officer to give him a fair chance of passing the necessary examinations and learning the language before he is held responsible for an independent charge.

(c) *Knowledge of Languages.*—I should say that Palestine is a country in which it is essential that a Police officer should have a good knowledge of colloquial Arabic, and he should be able to read and write Arabic. It has been suggested that one of the principal needs of the country is a Police Force that will collect and communicate intelligence. It has also been stated, if an attempt is to be made to improve the relations between the Jews and the Arabs, how important it is to take every possible step to prevent a disturbance during the next 20 years. If the two battalions of Infantry and 650 British police in the country can get information conveyed to them in time, they should be able, by the movement of the British police and troops, to prevent a disturbance. It is, I submit, most important that British officers should themselves be able to collect information. It cannot and should not all be left to the C.I.D. As stated in paragraph 157, the C.I.D. must rely on every Police officer co-operating with them. In view of the possibility of a riot breaking out at any time, on a religious cry being raised, it is possible that there might be at any time a purely local riot in some town or place outside Jerusalem. The trouble might arise so quickly that the C.I.D. would not have received any information about it. In such cases, if there is an officer who is able himself to get information, he may just have time, in the few minutes that may be available, to move Police to the scene in time to prevent trouble.

Further, it is most desirable that a British officer should be able to go into a village and talk to the people without the aid of an interpreter. The officer will

in this way be able to check the information and reports which he is receiving from his subordinates. The fact that he is able to do so will very quickly be noted by his subordinates, who will take all the more care to see that their reports are prompt and accurate. All the records and registers maintained in Police stations are kept in Arabic. They cannot be checked by an Inspector or visiting officer unless he can read Arabic.

There does not appear to be any real check on the learning of Arabic by officers. In paragraph 203 it has been stated that, though it was made a condition of Mr. Broadhurst's appointment that he would be required within a reasonable period of his arrival in Palestine to pass an examination in Arabic, Mr. Broadhurst, who arrived in Palestine and assumed the duties of the Officer in charge of the Criminal Investigation Branch on 28th March, 1924, has made no attempt to go up for such an examination, and has in fact learnt no Arabic at all. In paragraph 199 (c) it is mentioned that the other British officer in the Criminal Investigation Branch, Mr. Cosgrove, was taking a finger print expert away from his work to interpret for him. Mr. Cosgrove has been 9½ years in the Police and has not passed any examination in Arabic. Of the 35 British officers eleven have passed the elementary examination in Arabic, and one officer has passed the advanced examination. Their names are:—

Advanced Examination in Arabic:—

Assistant Superintendent A. T. Barker, M.C.

Elementary Examination in Arabic:—

District Superintendents:

E. P. Quigley, M.C.

G. R. E. Foley, M.B.E.

Deputy District Superintendents:

F. A. Partridge.

E. Lucie Smith, M.C.

L. Harrington.

A. J. Kingsley Heath.

Assistant Superintendents:

M. S. O'Rourke.

J. M. Kyles.

E. M. V. James.

S. C. Atkins.

F. H. Miller.

One officer has passed the elementary examination in Hebrew:—

Deputy District Superintendent M. Fitzgerald, M.C.

One can understand that, in the case of a Force somewhat hastily got together after the War, regulations may not yet be so precise as in the case of a Force of longer standing, but I think there is one subject on which some regulations should have been made, and that is with regard to the necessity of every Police officer learning, and being tested in his knowledge of, the language of the majority of the people he has got to work amongst and serve. My recommendations are:—

(1) *As regards Officers appointed in the future.*—I would suggest the following regulations as regards British officers. Every British probationary Assistant Superintendent (if the scheme is approved) will, in the course of his first year at the Police Training School, be required to pass a colloquial examination in Arabic. During this first year the probationer should concentrate on learning to speak the language. Mr. Farrell, the Deputy Director of Education, whom I consulted, is most emphatic in stating that Arabic as written is quite a different language from Arabic as spoken. In his letter of 26th March to me, Mr. Farrell wrote as follows:—

"I would repeat here that the teaching of the colloquial and the literary language must not begin simultaneously. On this point I have taken the view of Sir Thomas Arnold who agrees with me. Police officers should, I think, begin with colloquial, not literary, and therefore their instruction must be oral since the colloquial cannot be written in Arabic script. Officers may, however, for their own convenience, write colloquial in Latin characters in a suitable transliteration.

"The reading of Arabic manuscript must come at a fairly late stage, after the literary language has been studied for some time in printed books and after the student has acquired a fair vocabulary. It is difficult if not impossible for the European to recognize or spell out an unknown Arabic word in Arabic manuscript."

I would suggest that, before he leaves the Training School at the end of his first year, the officer should be required to pass an examination in colloquial Arabic to be held by the Director of Education. The candidate would be required to satisfy the examiners that he understood the complaint or the statement of a person or a witness in regard to a case of crime, accident, or other Police matter, such as might be made at any Police station or to a Police officer on duty, sufficiently to enable all the police action necessary on it to be taken at the station. The candidate should be able to satisfy the examiners that he is able to cross-examine the person or the witness as to details. The candidate should also satisfy the examiners that he himself could make a report or statement, in the language in which he is being examined, to a Police officer who can only speak the language in which the candidate is being examined, sufficiently clearly for that officer to take all the action necessary in the matter.

I do not suggest that this should be the exact standard of the examination held, but if this type of examination is approved by Government, the Commandant might be directed to go into the matter with the Director of Education and draft an order for the approval of Government. I submit this suggestion to give some idea of the type of examination which is required.

Before confirmation, i.e., in his 3rd year, the probationer should be required to pass a higher test in colloquial Arabic and also to pass a written test in Arabic. Mr. Farrell is of opinion that the present "elementary Arabic examination" which is laid down for Government servants in Palestine is not a suitable examination for a Police officer. I am not in the position to offer advice on the subject, except to say that the conditions of the examination do not to me as a policeman sound suitable. The conditions are:—

"Elementary Arabic Examination.—The syllabus will be as specified in the 'Regulations for the Examination in Arabic of non-Egyptians,' issued by the Egyptian Ministry of Education, copies of which may be had on application to the Director of Education, Jerusalem. The text books prescribed therein will be adhered to, with this single exception, that the Oxford and Cambridge reading matter prescribed under Article 6, Note 1, paragraph 3, will consist of two texts only, namely:—

'Alf Laila wa Laila,' Volume I, pages 1-49 (Beirut Edition, 1889).

'Al Fakhri,' pages 65-93 (Cairo Edition, 1317).

"(N.B. Candidates who use other editions of 'Al Fakhri' should submit their copies at once to the Director of Education for the verification of pagination)."

Might I suggest that a written examination for a Police officer might more usefully take this form, namely, the candidate would be required to satisfy the examiners that he could record in writing, in the language in which he was being examined, with all necessary promptitude, a complaint of a person with regard to a case of crime, accident, or other Police matter, which might be made at a Police station, the complaint to be recorded in such a way as to ensure that adequate action could be taken on it by a Police officer who could only read the language in which the complaint was recorded. The candidate would also be required to satisfy the examiners that he could read a report or letter written in the running hand in that language. He would also be required to read fluently printed matter such as a newspaper article.

What is wanted is that the Police officer on inspection should be able to read the records kept in Arabic in the running hand at a Police station. I submit that a test of the kind suggested would be more satisfactory than a test such as that laid down in the present "elementary Arabic examination."

It should, I submit, be optional for an officer after he has been confirmed, to go up for further examinations as follows:—

(a) colloquial Hebrew (an examination on the same lines as the examination in colloquial Arabic suggested above).

(b) higher test in colloquial Hebrew and written test in Hebrew (on the same lines as the second test in Arabic noted above).

(c) advanced standard colloquial and written test in Arabic (an examination could, if necessary, be devised providing as a colloquial test that an officer should act as an interpreter in Court for one hour, and a higher standard in written test might be devised).

(d) advanced standard colloquial and written test in Hebrew (on the lines of the advanced test in Arabic).

To go up for these optional examinations it would mean that an officer would be put to some expense in engaging a teacher, and he would, after confirmation as an officer in charge of a Division, have to set aside a lot of his own time in endeavouring to pass the higher test in Arabic and in learning a second language. Officers should, I recommend, be given every encouragement to do this. I would suggest that if an officer, after passing the language examinations laid down for a probationer, passes at any time in the course of his service any of the optional examinations, he should be granted a bonus as follows:—

(a) Colloquial Hebrew, first test, £10.

(b) Higher standard colloquial and written test Hebrew, £25.

(c) Advanced standard colloquial and written test in Arabic, £50.

(d) Advanced standard colloquial and written test in Hebrew, £50.

(2) *As regards officers now serving in the Force.*—I would suggest that every British officer, whatever his rank and whatever duty he is employed on, and every British Inspector, who has not yet passed an examination in Arabic, should, from the date of issue of an order (if approved), be required to pass an examination in colloquial Arabic to be held by the Director of Education on the lines of the first colloquial test suggested for probationers as noted in the previous sub-paragraph. The passing of such an examination should be regarded as a test of his fitness to remain a Police officer and should most certainly be regarded as a test of his fitness to draw any increment to his salary or to be promoted. I would recommend that the order be applied without any exception being made in any case. It may be urged that the officer employed as Quartermaster, Paymaster, Bandmaster, or the British Inspector employed as an Armourer should be exempted from passing this test. In my opinion they should not be exempted. They are all Police officers. It is necessary in a Police Force to allot certain officers to certain duties, but, as Police officers, they may be called upon to deal with riots or disturbances at any time, and they should be able to speak the language spoken by the majority of the constables serving in the Force, and the language spoken by the majority of the people in the country in which they are serving.

There is no officer serving in the Force to-day who has been less than three years in the Palestine police. The last three British officers appointed in October, 1929, had served in the Palestine Police since 1st April, 1926, 1st April, 1926, and 17th November, 1926 (in the last case as Chief Clerk), respectively. Previous to these three appointments the last appointment was in 1922. Every officer in the Force has, therefore, had three years in which to pick up the language. The British Inspectors have all now served in Palestine, either in the Police or in the Gendarmerie, for at least three years. I consider that the simple test suggested should be applied. I submit that the country cannot afford to have officers in the Police Force who are ignorant of the language.

(3) *As regards the Palestinian Officers.*—In the case of a Palestinian Probationary Assistant Superintendent, I would recommend that he should be required to pass exactly the same test in English, while on probation, as the British officer will be required to pass in Arabic, i.e., a colloquial test in English on the same lines as the colloquial test in Arabic, before the officer leaves the Training School, and a written test in English before being confirmed. A Jewish officer should, I submit, be required to pass the same test in Arabic as a British officer in addition to the test in English.

As to whether Palestinian officers now serving in the Force should be required to reach a certain standard in knowledge of English is, I think, a matter for the Commandant to go into. It appears to me unsatisfactory that a Palestinian officer should be in a position of having to sign reports written and typed in English if he cannot read English. As to whether it is possible for the Palestinian officers now serving in the Force to learn English I am not competent to say. Having adopted the career of a Police officer, it must be a very great handicap to them in their profession if they cannot read books and reports of cases relating to Police work, which are only printed in English. I would recommend that, whatever rules it may be possible to lay down, it should be made clear to Palestinian officers now serving in the Force that they will be well advised to try and learn to speak and read and write English, if they are not able to do so at present, if they wish to make themselves efficient in modern methods of Police work. As regards the future I would recommend that no non-commissioned officer be promoted to the

rank of Sub-Inspector unless he can pass a colloquial test in English, similar to that which will be required of a constable before being granted a language allowance for knowledge of English. Before he can be considered for further promotion to the rank of Probationary Assistant Superintendent, he should be required to pass the written test in English, which is laid down for the grant of the higher language allowance in English.

(d) *Efficiency Bar before promotion to the rank of Deputy District Superintendent.*—I would recommend that there should be an efficiency bar between the rank of Assistant Superintendent and Deputy District Superintendent. When it is a case of considering the fitness of an Assistant Superintendent for promotion to the rank of Deputy District Superintendent I recommend that the test should be:—Is this officer an officer who is likely to be fit to be a District Superintendent? If a District Superintendent went sick, was knocked on the head or went on leave, would this officer be competent to take charge of any situation in his absence? If the answer is "no" the Assistant Superintendent should not be promoted further. An Assistant Superintendent can rise to £550, plus £50 expatriation allowance, plus £44 10s. cost of living allowance, plus £40 house allowance, total £684 10s. a year with free uniform. The uniform issued costs £16 7s. a year. The officer is therefore drawing an equivalent of about £700 a year. I consider that in the case of an officer who is not in every way fit for a responsible charge he is being well paid at £700 a year and he should not hope to rise beyond this. In paragraph 219 I have noted that in my opinion Mr. Harrington was overpromoted. I think that he would have been much happier had he remained as an Assistant Superintendent. There must, I submit, never be any case of promotion to the rank of Deputy District Superintendent on the grounds of long and meritorious service only. Unless the officer is fit at any moment to fill the place of a District Superintendent he should not be a Deputy District Superintendent. It is a question of not looking one ahead but of looking two ahead when considering the question of an officer's fitness for promotion to the rank of Deputy District Superintendent. If approved, I recommend that a definite order be issued by Government on this point.

(e) *Confidential Reports on officers.*—It should not be necessary to say it but I suggest that in future when Confidential Reports are called for it should be made clear to each officer who is reporting on an officer serving under him that this duty should not be regarded as a routine matter but one which directly affects the officer being reported on, the officer who signs the report and the future of the Force. It is a most responsible duty.

(f) *Increments to Assistant Superintendents.*—In a Force of 47 officers there are 33 Assistant Superintendents. That is to say there are only 14 appointments to which 33 Assistant Superintendents can rise. As these 47 officers are much about the same age (44 are between the ages of 31 and 44) there is at present little chance of promotion which normally comes from the retirement of senior officers. The prospects of the 33 Assistant Superintendents, who are now serving in the Force, getting promotion are small. They start at £300 and rise to £550 by annual increments of £10. This means that it will take an officer 25 years to get on to £550. I think the increment of £10 a year is too small. In the Deputy District Superintendent's grade (£550 to £750) the increment is £25. In the District Superintendent's grade £750 to £950, the increment is £25. In the Deputy Commandant's grade the increment is £50. I would recommend that the increment in the Assistant Superintendent's grade be increased to £15 vice £10. The effect of this will be that an Assistant Superintendent will get to £550 in 16 years instead of 25 years as at present. The increased cost per annum in the case of 33 Assistant Superintendents will be £165. The amount involved is not large and I recommend that this be considered.

(g) *Police (Staff) College and Courses of Instruction.*—A proposal which is at the present time under consideration by the Home Secretary and the Police authorities in England is the starting of a Staff College where Police officers who have been selected as likely to be fit for higher command will be able to go through a course of training in every modern method of Police work that is known with the idea that both they and the officers they may be called upon to command will benefit by the knowledge so obtained. If such a College should be started I would recommend that every effort should be made to get an outstanding officer in the Palestine Police who appears, from time to time, to be likely to be fit for higher

command, into this College. The matter is still under discussion in England and nothing has yet been settled. I mention the point as one which might be borne in mind if such a College is started.

In the meantime, though I have not yet seen any official report on the matter, I understand that it has been arranged by the Metropolitan Police that there should be an advanced course of instruction for officers of proved capacity who are recommended by the Government or the authority under whom they are serving as likely to be employed in higher administrative or executive posts. For some years now the Metropolitan Police have held a course of study, lasting three weeks, for officers from overseas. The subjects dealt with in this three weeks' course are, generally speaking, matters of detail and the lecturers are all officers of the Metropolitan Police. In the advanced course it has been suggested that officers both serving in England and abroad should be allowed to go through the course, which will last a fortnight. In the advanced course lectures would be given by experts, other than officers of the Metropolitan Police, on subjects which are not dealt with in the present Metropolitan Police Course. For example, it was suggested that lectures might be given by an officer of the Department of Director of Public Prosecutions on "Notes on Prosecution and the presentation of cases in Court." By a Medical Adviser to the Home Office on the medico-legal aspects of the investigation of crime and the preparation of cases for Courts. By an officer of one of the Home Police Forces on "the theory and practice of crime and investigation." By the Public Analyst on scientific research as applied to Police work and a lecture by a member of the British Association of Chemists on the same subject. A lecture on Court Procedure by a Senior Clerk of a Police Court. A lecture on the organisation and administration of Prisons, the Borstal and preventive systems by a representative from the Prison Commission. Lectures on the Law of Evidence and on International Law and Procedure by members of the Bar. A lecture on public security schemes and on the prevention and detection of offences against public security by Intelligence officers. A lecture on Police administration by one of His Majesty's Inspectors of Constabulary. A lecture on the detection and care of explosive substances by an Inspector of Explosives of the Home Office and a lecture on identification in regard to firearms by a civilian expert. The course will last a fortnight and I recommend that if this advanced course is started, an officer in the Palestine Police who gives promise of rising to higher command should be picked and his name sent forward for inclusion in the 1931 course.

There are other courses of instruction such as the present Metropolitan Police Course, the Prisons Course for officers from overseas and the Belfast Police Course to which reference has already been made in other Parts of this Report. I recommend that every encouragement should be given to as many officers of the Palestine Police as possible to go through these courses. As has already been recommended the time spent on such courses should count as duty and not as leave.

(h) *Transfer to other Colonies.*—The lack of chances of promotion resulting from 44 out of 47 officers being of much about the same age has been referred to in paragraph 215. In paragraph 220 (c) it has been recommended that the strength of the Force be increased by one Deputy Commandant, two District Superintendents, and three Assistant Superintendents. If approved this will give promotion to three officers and should Mr. Broadhurst's services not be retained there will be promotion for a fourth officer. This should have some effect in relieving the block in promotion.

If within the next five years there are no other opportunities for promotion in Palestine I recommend that the possibility of transferring one or two officers to other Colonies might be considered as appointments in other Colonies fall vacant or as new appointments are created.

(i) *Police officers serving as Aide-de-Camp.*—In the past, I understand, that when the High Commissioner goes on leave, it has on some occasions been the case that the Officer Administering the Government has employed a Police officer as his Aide-de-Camp. I trust that I may be pardoned for saying that I do not think this is a good plan for the following reasons:—

(1) The Palestinian Police particularly need the supervision of British officers.

(2) The "Police" side of his duties is a side of his work which ought particularly to be impressed on the British officer.

(3) At a function at Government House the Police have their duty to do but the duty is, I submit, the regulation and control of traffic, assisting the High Commissioner's guests to arrive and depart in comfort, the parking of cars, devising a system whereby the cars of guests can be promptly called up as required and generally maintaining order *outside* Government House. This is the Police officer's work. Now that there are two battalions of Infantry and the Royal Air Force in the country I think that it should be possible in the future for the Officer Administering the Government, in the absence of the High Commissioner, to arrange for the appointment of an Aide-de-Camp from the Army or Royal Air Force. I mention the point in case the question should ever again arise.

221. *Recommendations for the future. Palestinian Inspectors. (a) Re-grading and grants of increments in each grade recommended.*—Reference has been made in paragraph 216 to the stagnation of promotion amongst the Palestinian Inspectors and to the lack of any increment in the three grades of officers. Of the 1st Inspectors three have held the rank without any increment to their salary for nine years. Of the 2nd Inspectors one has held the rank without any increment for eight years. Of the Sub-Inspectors two have held the rank without any increment for five years. When an officer attains to the rank of 1st Inspector after many years' service, in the majority of cases he does not receive any increase in salary, unless he is promoted to the rank of Assistant Superintendent. The possibility of 1st Inspectors of the type now in the Force being promoted to that rank is very remote, therefore, it can reasonably be stated, that the majority of them do not have the same interest in their work which they would have if their salary was progressive. Since the Police Pensions Ordinance was promulgated the rate of promotion has slowed down considerably and in the future Sub-Inspectors and 2nd Inspectors will have to serve many years in each of these grades before they can be promoted. I recommend that two steps should be taken to improve the position of the Palestinian Inspectors. Firstly by altering the proportion of appointments in the three different grades, secondly by providing increments for each grade.

At the present time the number of appointments in each grade is 1st Inspectors 12, 2nd Inspectors 20, Sub-Inspectors 29. I would alter the proportion to the following:—

1st Inspectors, 15.
2nd Inspectors, 21.
Sub-Inspectors, 25.

It has been recommended in paragraph 206 that the strength of the Force should be increased by six Palestinian Inspectors for the C.I.D. If sanctioned, I recommend that these six additional appointments be allocated as follows:—

1st Inspectors, 2.
2nd Inspectors, 2.
Sub-Inspectors, 2.

If these new appointments are added and the new grading suggested above is approved, the number of appointments in each grade would then be:—

1st Inspectors, 17.
2nd Inspectors, 23.
Sub-Inspectors, 27.

If approved, this would provide for five Inspectors in the second class being promoted to first class and would provide for eight Sub-Inspectors being promoted to second class. This would have the effect of improving the position of all officers who have held the rank of 2nd Inspector for over six years (four) and the position of eight of the Sub-Inspectors who have for some years had no prospect of advancement.

I recommend that increments be granted in each grade as follows:—

1st Inspectors—£264 x 6—288.
2nd Inspectors—£216 x 6—258.
Sub-Inspectors—£168 x 6—210.

At the present time the salaries of these three grades are fixed:—

1st Inspectors at £264.
2nd Inspectors at £216.
Sub-Inspectors at £168.

If the number of appointments in each class were increased as recommended above (not including the increase on account of six additional officers for C.I.D., which has been specially budgeted for in paragraph 206), the additional cost would be £336. If the increments recommended are approved the additional cost per annum on account of increments would with the present strength be £336 per annum. The amount involved is not large and I recommend that these proposals may be considered.

(b) *Palestinian Inspectors (and Palestinian officers generally, including Assistant Superintendents) not serving in their native place.*—In paragraph 76 reference was made to the difficulty which a constable finds in attending to his duties as a Police officer when pressure is constantly being brought to bear upon him by his relations when he is doing duty in his native town or district. The same remarks apply to Inspectors and Palestinian officers generally, as has been noted in the case of officers serving in Jerusalem. It is easy enough for a British officer to say "No" when it should be said, but it is not so easy for the man who is dealing with applications from his own relatives. I recommend that Palestinian Assistant Superintendents and Inspectors should be frequently moved.

222. *Outlook for the future.*—In paragraph 71 I stated that as regards the subordinate Palestinian police I did not take at all a pessimistic view as to the possibility of creating an efficient Police Force out of the material available in Palestine. I stated that in the Force at the present time there is good material and I am quite sure there is good material in the country. In paragraph 218 it was stated that there is good material amongst the subordinate British officers. There is good material amongst the Palestinian officers. Mr. Hassan Faiz Idrissi, Assistant Superintendent at Jenin, and Mr. Halim Besta, Assistant Superintendent at Ramleh, both struck me as being really good Police officers. They are both very keen on their work and they apparently bring "Police sense" to bear on their work and in their dealings with the public.

I think that the proposed system of all Probationary Assistant Superintendents whether appointed by the Secretary of State, promoted from the British police or from the Palestinian police, living together in a Mess, should have effect in bringing together officers of all nationalities and from whatever class promoted. Living at the Training School they will get into the habit of organizing and playing games with the Palestinian constables and if they get into the habit of doing this at the Training School they will probably keep it up when they go out to districts. Officers and men will so get into the habit of playing and working together whether at the Training School or in a District. The responsibility of the officers looking after and taking an interest in the welfare of their men will be immensely simplified if their men are housed in barracks and in married quarters round the station, as has been recommended. If the officers are told what to do and what to look out for on inspection, how to organize and check patrols, what is required of them in visiting the scene of crime, investigating crime and prosecuting cases in the Courts, they will, I am sure, do all that is required of them. If a regular system of holding parades and instruction classes is instituted they will, I am sure, set about their duty of training and instructing their men. The officers themselves must receive constant instruction in order that they may make the instruction of their men progressive. The instruction of the officers must come from the Commandant. The future of the Force depends largely on the officers, both British and Palestinian. During the next twenty years it will depend to a great extent on the British officers. During those twenty years the Palestinian officers will have the benefit of working with the British officers and British police in large numbers and if a sound system of training for both British and Palestinian officers is laid down the Palestinian officers in twenty years' time should be able to stand very much more on their own feet than they are able to do to-day. The new Training School, if sanctioned, should provide the Force with a well-trained constable. It will achieve something almost better than this for the good of the country if it can turn out a well-trained officer, trained to supervise his subordinates in their work while doing everything which lies in his power for their welfare, trained to seek the co-operation of the public and of the Courts and determined to render to the country the best service which lies in his power. Given a lead in real "police" work I am quite sure that both the British and Palestinian officers will respond to it.

PART XXIV.

District Commissioners and District Officers.

223. *Relations between the District Commissioners, District Officers and the Police.*—In 1922 an Order was issued by Colonel Bramley as to the duties of the Police and as to the relations between the Police Department and the Administration. The Order is out of date in that it was issued at a time when Governors of Provinces, the British Gendarmerie and the Palestine Gendarmerie were in existence.

I have been asked in many Districts what the position between the District Officer and the Police should be. It is, I think, important that there should be no misunderstanding as to what the relations between the District Commissioner, the District Officer and the Police should be. The District Commissioner is responsible to Government for the good order of his District, and it is most important that the Police should keep in close touch with the District Commissioner and the District Officer and that the Police should keep them informed of all matters relating to the good order of the District, for which the District Commissioner is responsible to Government and for which the District Officer is responsible to the District Commissioner. In the majority of cases it will not be necessary for any order to be issued to secure such co-operation. In some cases it may, and in any case an officer new to the country should be able to read in Police Orders what exactly the position is between the Police and the District Administration and the Headmen, so that when he goes out to a District for the first time he will know what is expected of him. In the same way a newly-appointed District Commissioner and a newly-appointed District Officer should know exactly where his responsibility begins and ends as regards the work of the Police in their respective Districts. It has been suggested in paragraph 48 that the present Area Officers should be posted to the executive charge of certain districts which may be regarded as "key" positions. If this is approved it will not be necessary specifically to refer to the position of the Area Officer.

I would suggest that an Order should be issued in which it may be stated, as simply as possible, what the relations between the District Commissioner, the District Officer and the Police should be. Might I suggest something on the following lines:—

The District Commissioner is the Head of the District, and he is responsible for the orderly administration of the District, and is empowered to give instructions to any Police officer in his District in any matter connected with the prevention, investigation, and detection of crime or preservation of order. Subject to his general administrative control, responsibility for the maintenance of peace and order devolves upon the District Superintendent. The District Superintendent shall be responsible for the collection and communication of intelligence, prevention, investigation, and detection of crime, the prosecution of offenders and the registration and supervision of criminals. The District Superintendent will have authority to deal direct with the Headmen with respect to any particular case of crime, and the Headmen shall be, in connexion with such matters, bound to comply with his instructions as far as possible. The District Superintendent will not issue any circulars or general instructions to the Headmen except through the District Commissioner. The District Superintendent shall have no power either to award, reprimand, or punish such Headmen, but he should report to the District Commissioner all cases in which he considers that they are deserving of reward, reprimand, or punishment. The District Superintendent shall seek the advice of the District Commissioner on all matters concerning the District, and shall keep the District Commissioner fully and specially informed of all matters relating to the well-being and management of the District from a Police point of view, of the occurrence and progress of all cases of grave crime, and of all charges affecting Headmen or Public servants or Departments. Before any station or outpost is established or abolished, or before the location of any station or outpost is changed, the consent of the District Commissioner must be obtained. The District Commissioner will inspect the Police stations in his District, and may make such orders as he considers necessary on matters within his jurisdiction. The District Commissioner will, however, not interfere in departmental matters or matters of clearly internal economy.

The District Officer shall, under the District Commissioner, have the same powers and responsibilities in his Sub-District as the District Commissioner has in his District. The relations between the Deputy District Superintendent or Assistant District Superintendent of Police and the District Officer will be the same as the relations between the District Commissioner and the District Superintendent of Police.

In simple language, what it amounts to is that the Police are responsible for the collection and communication of intelligence, for the maintenance of order and for the prevention, detection and investigation of crime and the prosecution of offenders. The District Commissioner is responsible to the Government for the good order of his District and the District Officer is responsible to the District Commissioner. It is the duty of the Police to keep the District Officer informed of anything which affects the good order of his District. It is the duty of the District Officer to help the Police in their difficult and responsible duties. Co-operation is the keynote of the system. The Police keep the District Commissioner and the District Officer informed of what is going on, the District Commissioner and the District Officer give the Police their support and the benefit of their advice.

An Inspecting Officer should, I suggest, make a point of seeing the District Commissioner or the District Officer on his visit to a District, and should, except where secrecy is necessary, whenever possible let the District Commissioner or District Officer know in advance of the projected visit so that the District Commissioner or District Officer can arrange to meet the Inspecting Officer, if possible, and can at such a meeting bring up any matter affecting the work of the Police in the District which needs consideration or discussion.

I submit that the District Commissioner and the District Officer should be given every encouragement to visit Police stations and outposts and generally to take an active interest in the work of the Police and in the welfare of officers and men in their Districts. Two pairs of eyes are better than one and a visit to a Police station by the District Commissioner or District Officer should be welcomed. The District Commissioner and the District Officer are directly responsible for the supervision of the Headmen and on their visits to the stations the District Commissioner and the District Officer can ascertain in which villages serious crime has been prevalent. A word from the District Commissioner or the District Officer to the Headman of the village where crime has been found to be on the increase may have good effect. As the District Commissioner is responsible to Government for the good order of the District it is just as well for the public, the Headmen, and the Police to realize and see that the District Commissioner and District Officer are getting information from every source. The fact that a District Commissioner and a District Officer visit Police stations has the effect of making it clear to the Headmen and the Police that they are both members of the same "team," of which the District Commissioner is the leader. It has been recommended in paragraph 205 that one of the duties of the Deputy Commandant, C.I.D., will be to keep the District Commissioners informed in advance of any disturbance that is threatened and if possible informing them in sufficient time for the necessary dispositions of Police or Troops to be made with the object of preventing a breach of the peace. It has also been mentioned in the same paragraph that a quarterly summary of crime should be compiled by the Deputy Commandant, C.I.D., showing in what districts crime is on the increase or decrease, what crime appears to be prevalent throughout the country, results of detection of crime, comparison of crime in the quarter with crime in the previous quarter or in corresponding quarter of previous year. It has been recommended that a copy of this summary should be sent to each District Commissioner and District Officer.

If approved by Government, I beg to suggest that an order be drawn up on this subject on such lines as may be found most suitable, and that a copy should be sent to the District Commissioners, Area Officers, District Officers, and Police. In paragraph 95 it has been suggested that the more important Police Orders of a permanent nature should be collected and printed in a book to be termed the "Departmental Order Book" a copy of which should be kept in each Police station and office and also kept at the Police Training School, where the Orders will be made the subject of instruction to all Probationary Assistant Superintendents, Inspectors, Sergeants, Corporals, and Recruits on first appointment and when attending promotion courses. If this is done an Order with regard to the

system of co-operation between the Police and the District Administration will be on permanent record, will be available for reference at all times and will be made the subject of instruction to officers and all ranks at the Police Training School.

PART XXV.

Headmen.

224. *The Mukhtar at the present time is not, in most cases, the best man in the village.*—In a country that is almost exclusively agricultural it appears to me, as a Police officer, that everything possible should be done in the interests of law and order to bring the Government to the village rather than to require the villager to come to the town. If there is in every village a representative of the Government who would be looked upon as a person of authority by the people, by the Police and by all who have business which brings them to the village, the villagers will be encouraged to make every use of him as their channel of communication with the Government and to deal with him direct as an authority capable of settling minor grievances, family quarrels, land disputes, etc., rather than rushing off to the town to get legal advice which may lead to protracted Court proceedings involving loss of time and money.

In the East, and I gather that the position is the same in the Middle East, if the representative of Government in the village is to have this very desirable influence and authority, he must not be a Government servant in receipt of a monthly salary such as a Police constable or other employee of Government who is liable to transfer and to serve in any part of the country. The Government servant so appointed would merely be regarded as a tax on the village. He might or might not be a good man but he will be of little real use in the village in settling disputes and in preventing trouble as he would not, in the majority of cases, have the local influence. He would merely be a reporting officer. The representative of Government in the village must be the best man in the village, the man whose family is looked up to and has been so looked up to for generations, the man whose word in the village is law.

In the course of going round the country on my visits to Police stations and posts I was able to visit some of the villages and to meet some of the village Headmen. I particularly inquired what was the position of the Mukhtar in the villages to-day. The unanimous opinion of District Commissioners, District Officers, Police officers, and Magistrates whom I consulted was that the Mukhtar, who is the village Headman, was not to-day, in the majority of cases, the best man in the village. Various reasons were given for this, but the reason most generally quoted was that there was little prestige and honour attached to the office. I was informed that the Mukhtar is regarded by the majority of Government servants who come to the village as a sort of messenger, and as the number of Government Departments increased and more and more use was being so made of the Mukhtar, there was little inclination for the leading men in the village, the men of real influence, to come forward and accept the office.

225. *The village Headman is one of the most important members of the "team" responsible for maintaining law and order.*—As a stranger to the country, I trust that any remarks of mine on a subject which can only be known to persons who have had considerable experience of the country will not be regarded as impertinent. The reason I refer to it is that I consider it is a matter which vitally affects the work of the Police in Palestine. In many places in this Report it has been stated that efficient Police work is only possible with good "team" work. Now who should be the members of this "team" in Palestine? The villager, the village Headman, the District Officer, the District Commissioner, the Police, the Courts, the resident in a town, the troops, and the Government. We have considered in this Report how the Government, the troops, the resident in a town (as a special constable and by the general good will of the public), the Courts, the District Commissioner and the District Officer can help the Police. It has also been stated in this Report how great are the powers which have necessarily to be given to every Police constable

and how important it is that there should be adequate check and supervision over the Police in the exercise of these wide powers. It has been pointed out how the Government, the Courts, the District Commissioners and District Officers and superior Police officers can help in checking the work of the Police and so preventing abuse of power. Most of these aids and checks operate in towns. What is required for efficient police work in an agricultural country is that in every village there should be some means of the Police getting aid when they need it while at the same time there should be some check on the activities of a subordinate Police officer in a village.

Another point. It has been stated how acute religious feeling may be the cause of a riot at any time in Palestine, and how important it is that during the next twenty years a further outbreak should at all costs be prevented. It has been recommended that there should be two battalions of Infantry and a force of British police in the country for the next twenty years with the sole object of preventing a disturbance, and should a riot break out of dealing with the first outbreak so promptly and effectively that it will be prevented from spreading. Provided information is obtained in time for the necessary dispositions of British police and Troops to be made, it should be possible to prevent a disturbance. Everything depends on getting information in advance. It has been recommended that the C.I.D. should be strengthened and if this is done the C.I.D. should undoubtedly be able to assist in getting information. It has been recommended that every Police officer, whatever duty he is on, should be required to collect and communicate intelligence, and that he should daily be questioned as to what information he has obtained. It has been recommended that all British Police officers now serving in the Force should be required to pass an examination in colloquial Arabic and that they should be relieved of extraneous duties so that they can get round their stations and posts and villages in their District more frequently. All this will, it is hoped, have effect, but there is one other reliable source of information which should not be forgotten and that is the villager and the village Headman. If the leading man of the village is appointed as Headman he is bound to know everything that is being thought of and not only spoken about in the village. As to whether a Headman is then going to communicate his knowledge to a District Officer and to the Police will, I submit, very largely depend on the support, encouragement, and treatment which he will receive from the Government, from the officers of the Government and from Government servants generally.

In considering the best means of maintaining good order in Palestine, money has already been spent on bringing into Palestine and housing additional troops and British Police. The expense on this account must be considerable. I have recommended that a Police Training School should be established, that all ranks of the Force should be trained as "Policemen," that the men should be housed in barracks and in married quarters round the stations, that a good class of man should be attracted into the Force by the grant of language allowances, and that the C.I.D. should be reorganized. If approved this will involve a considerable amount of expenditure. I have stated that it is no good aiming at a 100 per cent. efficient Police Force unless there are Courts in which evidence can be promptly recorded and offenders dealt with in a summary manner. I have recommended that the number of Palestinian Magistrates should be increased and that there should be three British Stipendiary and Inspecting Magistrates. Expenditure on some lines such as these is, I fear, inevitable, but I submit that the best effect of this expenditure will not be obtained nor will the best results be possible unless there is in each village a representative of Government who will be the eyes and ears of Government in every village in Palestine. Even though it may involve additional expenditure I think the matter is one to be faced.

226. *The manner in which a Headman of influence could assist the Police and also serve as a check on the Police.*—I understand that at the present time, apart from the fact that they are not the best men of the village, many of the Mukhtars are illiterate. It is impossible to give increased responsibilities to the wrong type of man. May I be permitted to say what, from the Police point of view only, might be done by a really good Headman if the man with the most influence in the village was selected for the post.

A good Headman can prevent crime by:—

(1) Promptly inquiring into and settling minor grievances, family quarrels, land disputes, etc.

(2) Keeping himself acquainted with the movements and circumstances of criminals and bad characters in his village.

(3) Watching strangers and suspicious persons who come to his village.

(4) Organizing patrols by the villagers when necessary to prevent some particular form of crime that may be prevalent.

(5) Keeping a watch on the hawking or other disposal of property likely to be stolen.

(6) Giving information to the District Officer or to the Police of any design to commit an offence of which he may be aware and, if it appears that such an offence cannot be prevented otherwise, arresting the person so designing.

(7) Seizing unlicensed firearms.

(8) If the Headman receives information and has good evidence that any person is likely to commit a breach of the peace or to do any wrongful act, he may report the case, with a view to having the person bound over to keep the peace.

When a case of crime has been committed he can :—

(1) Send word to the Police.

(2) Proceed to the spot.

(3) On arrival at the scene note the names of the principal witnesses, the names of the accused and look for all perishable evidence such as foot-prints, blood stains, marks, etc. He may secure the arrest and safe custody of the accused, and if he has absconded he may organize a search for him, sending information to the neighbouring Headmen. He may ascertain the residences and relatives of the absconded accused in his own or other Districts.

(4) In cases of serious hurt the Headman may immediately take down in writing the statement of an injured person and have it attested by respectable witnesses on the spot, if this does not entail delay. Send off the injured person to the nearest hospital, remaining at the spot himself. Secure the weapon or weapons used. Secure evidence as to identity of ownership and recent possession.

Such action is of the utmost help to the Police, who, after arrival on the scene, can take charge of further proceedings. These steps can only be taken by a resident of a village if he is the leading man and if he is literate. If he is not the leading man and a crime has been committed by a person of superior status to himself, the position of the Headman will be impossible. He will either not move in the matter or run the risk of getting knocked on the head. The best man in the village can act as above-noted, but no one else.

It has been stated that there should be a check on Police patrols. There is no better check than requiring the Police to obtain the signature of the Headman of every village visited and encouraging the Headman not only to write in the book the time of the visit but any remarks with regard to the movements of bad characters or a matter of interest which should be brought to the notice of the Officer in charge of the Police Station. If the best man in the village is appointed as a Headman the Police will be required to work and deal with him with tact and good sense. They will be required to treat the Headman with the respect due to his rank. It might be their duty to report slackness or inefficiency on the part of the Headman which might come to light during the progress of an inquiry, but the Police should always be more forward to recognize their good qualities than to magnify their shortcomings. The Officer in charge of a Police station should make a point of knowing all the Headmen in his Station area personally, and should seek to win their confidence.

227. *How the services of the best man in the village may possibly be secured as Headman.*—As to how the best man in the village is to be secured for the post would be a matter for officers who have a good knowledge of the country and of the people to advise. May I be permitted to record some of the points which were mentioned to me. In some cases I was informed that the best man could not be obtained by the present system of election. Mr. Abramson, the Commissioner of Lands, who has had a great experience of the country during and since the war, advises that it should be left to the District Commissioner to advise in each case

whether the appointment should be made by election or selection. In Mr. Abramson's judgment it would not be worth while laying down a hard-and-fast rule for the whole country. It will depend a great deal on the district and on the village. In some cases it may be best to let the man be elected, and the best man (if the position is improved) might be elected. In some cases the election might be unsafe, and in such cases on the advice of the District Commissioner the High Commissioner might decide the appointment of the Headman. The question of election or selection in each case should be left to the discretion of the District Commissioner. Mr. Abramson is of opinion that the Headmen must be able to read and write and that more use should be made of the Mukhtar.

In some districts I was told that the amount the Mukhtar received in fees and from the percentage of collection of tithes had dropped, while his expenses had increased. The number of Government Departments he was required to serve had increased. The number of subordinate officials who visited the village has correspondingly increased. The position appears to be that while the Mukhtar's time is more and more taken up by Government business, his prestige and position has been lowered by the fact that he is regarded as a sort of messenger by the Government Departments who make increasing use of him. All this tends to stop the best man from coming forward for the post. The conditions in the villages in two countries so far removed and so different as Palestine and Ceylon vary so much that one hesitates to quote what has been done in one country as the method to be adopted in another, but as this point of the increasing use which was being made of the Headman as the Departments of Government increased had to be faced and was faced in Ceylon, may I be permitted briefly to describe the Headman system as it exists in Ceylon and the steps which were taken to deal with this trouble of the increasing work which has been thrown on Headmen.

(a) In Ceylon a great deal is made of the village Headman. From ancient times the office of Headman has always been held to be an honourable office which was in many cases handed down from father to son. The position is prized and the Headman is a man of great influence in the village. Generally speaking, he can get anything he wants done. If he is a good man it is all to the good of the village. If he is a bad man it is not, but this is a matter for supervision.

(b) Medals, honours, rank badges, certificates are granted by the Government on the recommendation of the Head of the Province (the Government Agent) to Headmen who have rendered meritorious service in any particular matter or have served the Government faithfully for a number of years.

(c) The Headman is the unit for reporting crime and dealing with crime in each village. If it is a case of simple assault the case is dealt with in the village Court. It is not reported to the Police and the case does not go to the Police Court. The parties remain in the village and the case is dealt with in the village Court.

(d) In a district which has not yet been opened up by roads and railways and the travelling criminal is unknown, the Headman is responsible for the investigation of all crime committed in the village. He reports direct to the Assistant Government Agent and to the Police Magistrate. In a district which has been opened up by the extension of railways, roads, etc., Police stations have been established with the idea of the Police not taking the place of the Headman but of supporting the Headman in duties which have become more difficult by the fact that strangers are attracted to the district over whom the Headman have not the same control as over their own villagers, and in a district which has been so "policed," if a serious case of crime is committed in a village the Police are sent for. The Headman sends a written report to the Police and a copy of the report is sent direct by the Headman to the Magistrate. This provides an efficient check on the work of the Police in that the Magistrate knows about the case and the Headman's report is the first information he receives. The Magistrate awaits the report of the Police action.

(e) When the Police go to a village they have definite orders to report to the Headman and to do nothing in the village except in his presence. This all tends to support the Headman in his position as the Head of the village. If the Police go to the village on patrol the Headman patrols the village with them.

(f) The village Headman is the bed-rock of the Police system in the rural districts of Ceylon. But for the Headmen there would have to be a Police station in every village or group of villages. As stated in some districts the Headmen are still entirely responsible in dealing with all crime. In stations which have been "policed" a Police station with a strength of five to six Police of all ranks has a ten or fifteen mile radius to cover and serves a large number of villages. In the rural districts of Ceylon it can with certainty be stated that the degree of success with which order is maintained and crime is investigated depends entirely on the co-operation between the Police and the Headman. The village Headman realizes that in dealing with the travelling criminal he is dependent on a Police Force with an organization covering the whole country. The Headman has not the time to pursue absconders to a remote district. The Police realize that they are still dependent on the Headman for local knowledge and information. The co-operation of the Headman with the Police Force is of the utmost value and, apart from all other considerations, this system is a sound financial proposition in that it is better to have the Headman who is now granted an allowance of say £1 10s. to £2 a month than a Police station in every village or group of villages, the cost of which in maintenance and supervision would be considerable.

(g) Up to a very short time ago the Headmen in Ceylon were not paid. They received rewards from the Government Agent when they did particularly good work and they were entitled to a percentage of fees collected. Ordinarily speaking they cultivated their lands and, as called upon, they helped the Government Agent and the Police. The Government Agent was originally the only officer of Government whom they saw or had to serve. It is only in comparatively recent years that as a result of the opening up of the country they have been brought into contact with the Police. As with the advance of civilization the number of Government Departments increased it was found that every Department made use of the Headmen, for example Education, Sanitation, Vaccination, Agriculture, Forests, Survey, Public Works Department, Veterinary, Mines, Irrigation. All these are separate Departments. The unfortunate Headman was not only called upon to do a great deal of work in the village for these numerous departments but he was constantly being called away to attend Court and to attend Government Offices in cases and matters arising out of his activities on behalf of the many Departments he was called upon to serve. At the same time the amount he received in fees decreased as a result of some of the duties which were originally being attended to by him being taken over by a technical department. As a result of this there was considerable unrest amongst the Headmen. A Commission was appointed to go into the matter. It was felt that it would be a mistake to put in each village a salaried official who would be a tax on the villagers and would have no real influence over them, and it was also felt that it would be a mistake to place the Headman, who is accustomed to regard his office as an honourable one, inherited in some cases for many generations, on a par with a subordinate Government officer by paying the Headman a regular monthly salary. The difficulty was met by granting the Headman an "allowance" to cover his out-of-pocket expenses. The amount in some districts is Rupees 25, in some Rupees 29, and in others Rupees 30 a month. It might be stated that the allowance varies from about £1 13s. to £2 a month. The Headmen are quite satisfied with this allowance. There is no doubt that the grant of it has recompensed them to some extent for the additional work which has been thrown upon them while it has had the effect of still securing the services of the best man in the village.

(h) The Headman is selected by the Government Agent from the candidates put forward in the village. The selection is generally done in or near the village when the Government Agent is on circuit.

Possibly the grant of some allowance and the grant of honours, certificates, etc., and anything of the kind which might be done to improve the status of the post, might have effect in encouraging the best man in the village to accept office in Palestine. If the best man can be induced to come forward, he should be of the greatest assistance to the District Officer, to the Police and to the Government as well as to the villagers. He would be the eyes and ears of Government in the village. He would provide a different source of information to the Government from the Police and the two would be a check on each other.

228. *The stronger the position of the leading resident in the village the less hope there is for agitators from towns stirring up feelings of disaffection in the village.*—In one report I saw a statement that repeated efforts had been made by communists to approach Arab villagers. It was stated that the communists had been quick to note the importance of the peasantry in a country which is almost exclusively agricultural and which is inhabited by people living for the most part in villages. Now supposing that in each village the leading resident is the Headman and much has been made of him by the District Commissioner, District Officer, and by the Police and all Government Departments who come to the village. He is treated with the respect due to his position and rank and his prestige is built up so that he becomes a little "king" in his own village. He is not going to let there be another "king" in the village. The agitator from the town will get little hearing in the village. As a country gets more civilised and means of communication are improved there is an ever-increasing tendency to centralize Government and the Courts, etc., in the towns. The greater the centralization of Government and the Courts the less the villager sees of the Government of the country and unless there is some representative of Government in the village to whom he can look for guidance the villager falls rapidly to the paid agent sent out from the town to secure support in some agitation or threatened demonstration. At the present time the paid agent would in many cases possibly have it all his own way. If the leading resident was made the Government representative in the village he might not.

229. *Village Courts.*—Later on, if the leading resident in each village can be induced to accept office, it might be possible to start a system of village Courts. Each hamulleh might elect an elder and the Headman might be the President of the Council of Elders, who might be allowed to deal summarily with all petty cases such as cases of simple hurt, abuse, encroachment on crops, family quarrels, land disputes, etc., and to settle minor grievances. There might be an appeal to the District Officer. If fines were inflicted they might go to a District Fund which would be controlled by the District Officer from which grants might be made for the upkeep of village roads, etc. This would have the effect of bringing the law and the Government and the Court to the village instead of taking the village to the town. It will further have the effect in emphasizing the village as a unit and the villagers would feel that as the towns and cities developed the villagers were not being forgotten.

It was suggested to me in two or three cases that the name of Mukhtar had come to mean so little that if the services of the leading resident of the village were to be obtained the name would have to be changed. It was suggested by one Palestinian District Officer that the title should be changed to that of Omdeh, which is, I understand, the title of the Headman in Egypt. The District Officer informed me that in Egypt in a village with several hamullehs the Government appoints an Omdeh (Headman) and each hamulleh elects an elder or Mukhtar to the Council of Elders, over which the Omdeh presides. The Council of Elders deal with petty cases. There is an appeal to the District Officer. Each elder collects the tithes from his hamulleh and draws 2 per cent. commission for doing so. The Omdeh is exempted from taxation, this is his reward for accepting office.

Before making any radical change it might be possible to try some new system, on the lines adopted in Egypt, or on such other lines as might be approved, in some small sub-district to start with.

230. *Instructions to Police if the services of the best man in the village as Headman are secured.*—If the services of the leading resident can be obtained as a Headman everything will depend on the way in which he is treated. As in all other matters a good District Officer who is frequently in the village and a good Police Officer who is constantly on patrol in the villages in his station area will get more assistance from the Headman than the Officer who sits in his headquarters or the Officer in charge of a Police station who awaits for reports to come in. If the services of the best man in the village can be obtained as Headman I recommend that most definite instructions be issued to the Police as to the manner in which the Headman is to be treated by the Police. Every respect must be paid to his rank and position and the Police will do all in their power to assist and support him. The Police will regard the Headman as their best friend, and they will look to the Headman as their principal means for getting information as to what is going on in each village. Whether the Headman is met in the village,

on a road, in a Police station or in the Court, he will be treated with every mark of respect. Inspecting officers will be well advised to make a point of seeing and talking to some Headmen in each district they inspect. The inspecting officer should make a point of asking the Headmen if the Police are treating them with every consideration and with the respect due to their rank when the Police visit the village. The Headman if questioned may have some ideas as to how the patrol system might be organized to better advantage. His information and advice should always be sought.

PART XXVI.

Village Ghaffirs and Supernumerary Constables:

231. *Village Ghaffirs*.—The law with regard to the appointment of village Ghaffirs is as follows:—

" 23. If at any time a District Commissioner is of opinion that, for the protection of the property and crops of any village, or owing to the state of public security or the behaviour of the inhabitants, or for any other cause, it is necessary to do so, he may order the appointment of one or more Ghaffirs for such period as he thinks fit, for service in the area of any village or group of villages.

" 24. (1) Upon the order of a District Commissioner the Local Council, if any exists, and in the absence of such a Council, the Mukhtar and notables of the village or group of villages concerned shall nominate to the District Superintendent a person or persons to serve as Ghaffirs.

" (2) If the persons nominated are approved by the District Superintendent and are certified by the Government Medical Officer to be physically fit, they shall be appointed as Ghaffirs. If they are not approved or if no nominations are made by the Local Council or Mukhtars and notables within seven days of the issue of the District Commissioner's order, the District Superintendent shall appoint fit and proper persons to be Ghaffirs.

" 25. Every person appointed as a Ghaffir shall make and sign a declaration before a Superior Police Officer in the form prescribed by Regulation, and shall be deemed to be for all purposes a member of the Police Force and subject to the Regulations under and provisions of this Ordinance as regards discipline, powers, and immunities of constables; provided that he shall not have any claim on the general Police Fund, nor any claim for a pension or gratuity under this Ordinance.

" 26. (1) The remuneration of Ghaffirs and the cost of their clothing and equipment shall be fixed by the District Commissioner and shall be apportioned by the Local Council or Mukhtars and notables of the village or group of villages among the inhabitants and landowners in proportion to their property and the taxes which they pay. The register of distribution shall be approved by the District Commissioner and the levy shall be collected in accordance with the law for the collection of Government taxes.

" (2) The remuneration of the Ghaffirs shall be paid to the District Superintendent, who will be responsible for its distribution.

" 27. (1) A Ghaffir may be dismissed at any time by the District Commissioner on account of neglect of duty or misconduct. In case of dismissal the Local Council or Mukhtar or the District Commissioner shall make immediate provision for the fulfilment of the duties of the Ghaffir pending a fresh appointment.

" (2) If any Ghaffir resign or abandon his post without good cause before the expiration of his term, he shall be liable, on the order of the District Commissioner, to pay to the village all such expenses as may be caused in respect of the appointment of a Ghaffir to take his place."

It will be noted that in terms of Section 23 the question of the need for the appointment of village Ghaffirs is a matter for the District Commissioner to decide. As Section 23 reads, the impression one receives is that the intention of the law was that village Ghaffirs should be appointed for some definite period of time and for some particular reason. The payment of the Ghaffirs appointed and the cost of their clothing and equipment is a charge on the inhabitants of the village for which the appointment of Ghaffirs has been found necessary.

In some countries there is provision for a force of Punitive Police being appointed in the event of a village being so seriously out of hand that the Headman, supported by the Police at the nearest station, which may be at some distance, cannot maintain order; or in the event of evidence being suppressed and difficulties placed in the way of the administration of justice. There is, I understand, similar provision in the laws of Palestine. Punitive Police are in

such cases established for a definite period of time, and the village or villages which have been the cause of the trouble are required to meet the cost. This measure is a very useful one, but the trouble in making use of it is that a considerable interval of time must necessarily elapse between the crime or trouble experienced and the arrival in the village of Punitive Police, in that the matter is one which requires the sanction of the High Commissioner in Executive Council. The advantage of the system of appointing Village Ghaffirs, if the state of public security or the behaviour of the inhabitants demands it, is that village Ghaffirs can be appointed at once by the District Commissioner. Section 23 is therefore a most useful provision of the law in bringing home to the village the fact that if the inhabitants do not behave they will be called upon to pay for the additional force which the Headman requires to assist him in maintaining order.

I was informed that in some districts Ghaffirs appointed under this section of the law had been in the village for some considerable period of time. I raised the point, for there appeared to be different views on the subject. In some districts it was stated that Ghaffirs should not be left in the village for long periods, more or less as a matter of course, but that they should only be appointed as necessary for some particular purpose and for a limited period of time and removed when the conduct of the inhabitants justified their removal. In the Hebron district at Beit Jibrin, I saw the Ghaffir of Tarkumieh. He is paid £P.2 a month, he is issued with a belt, whistle, stick, and rifle. There are 200 houses in the village which he patrols. He has been a Ghaffir in the village for three years. There has been no serious crime lately in the village. The District Officer at Hebron told me that there are Ghaffirs in the Hebron district in the villages of Halhul, Beit Aula, Tarkumieh, El Dawaime, Durra, Dhaheriye, Sair. The Ghaffirs have been in these villages for the last three years. Prior to 1930 there were 37 villages in the Hebron district in which there had been Ghaffirs for three years. The District Officer at Hebron and some of the other District Officers, Area Officers, and Police Officers I met, were of the opinion that it was an unnecessary tax on the villagers to place or leave Ghaffirs in the villages unless there was some very good reason for it. The Hebron District Officer informed me that, in his opinion, if there was a serious outbreak of crime in the village, it would be better in a big village for say, three or six Ghaffirs to be appointed for a short time and then removed as the behaviour of the villagers improved, than that one Ghaffir be left on for an indefinite length of time. The villagers would definitely connect with the crime the appointment of the Ghaffirs and would realize that if their behaviour improved the cost of paying a Ghaffir or Ghaffirs would no longer fall upon them. The District Officer at Hebron informed me that in his opinion it would be better in every case to appoint a Ghaffir or Ghaffirs for a limited period of time only. The villagers might be informed that a Ghaffir or Ghaffirs had been appointed for, say, six months. If their behaviour improved the Ghaffirs would be taken off. If the state of crime or the trouble being experienced continued the period of time might have to be extended. There would so be direct connexion between bad behaviour and taxation.

In the case of the Ghaffirs who have been left in villages for some considerable time, such as three years, in the opinion of the District Officer at Hebron it would be better for the money to be given to secure the services of the best man in the village as Mukhtar rather than to continue the payment of a Ghaffir. The law does not of course provide for the Mukhtar being so paid at the present time but I mention the point as indicating the idea that what is needed is—

(a) a better Mukhtar in each village;

(b) the appointment of Ghaffirs to assist the Mukhtar for a definite period of time only as the occasion arises.

I quite see the great advantage of a system by which the District Commissioner can put a Ghaffir or Ghaffirs into a village within two or three days of trouble arising and not having to wait for the appointment of Punitive Police, which would take a considerable time, but I think, if I may say so, that from the point of view of maintaining order, the effect of the appointment of Ghaffirs as a result of bad behaviour and the state of public security in a village will be greater if there was direct connexion between the crime and the punishment of having to pay for a Ghaffir or Ghaffirs, and if it was understood that on an improvement in conduct the withdrawal of the Ghaffirs might be considered.

From the point of view of connecting the punishment with the crime it might be desirable for there to be some uniformity in the matter of the appointment of

the village Ghaffirs : namely that they should be appointed for a particular reason and for a limited period of time, an extension of such period being dependent on the conduct of the villagers.

232. *Supernumerary Constables.*—With the approval of the High Commissioner the Commandant may, in terms of the Police Ordinance, enlist suitable persons as supernumerary constables to be employed on special duties. This is a very useful provision of the law in that it is possible for supernumerary constables to be appointed at such a time as an invasion of locusts and in any special emergency where there are not sufficient regular Police to attend to the matter in hand. Supernumerary constables have been appointed in the Huleh area in the Northern District. In this area there is a lot of malaria and the health of the regular Police in the outposts was suffering. It was arranged that special supernumerary constables should be appointed, whereupon it was found possible to close down three outposts.

PART XXVII.

Regulation of Traffic. First Aid to the Injured. Health of the Police.

233. *Regulation and Control of Traffic.*—There are 2,596 motor vehicles in Palestine. The Police are required to examine and test all applicants for licences to drive a motor vehicle (whether a private vehicle or a vehicle plying for hire) and they are required to examine all vehicles before they can be used on the public roads. The duty is one which may conveniently be dealt with by the Police. The testing of vehicles and the examination of an applicant for a driving licence is carried out by the British police. As stated in paragraph 123 there is no good reason though why the Police should in addition collect the licence fee and I have recommended that they should be relieved of the responsibility of collecting licence fees under the Road Transport Ordinance.

The Palestinian constables on point duty do their work quite well and there is generally good control over traffic.

A matter which strikes a stranger is the extent to which the unnecessary sounding of the horn is carried on by drivers of motor-cars, lorries, and buses in Palestine. From my observation it would appear that the horn is sounded in many cases by the driver of a bus to attract fares. Whatever the reason is, the use of the horn on a motor vehicle is by no means limited to use as a means of preventing accidents. The unnecessary noise caused in the towns by this habit is considerable. I am informed that a new by-law is being introduced to deal with this nuisance. I would suggest that, if it is passed, some instruction should be given by the Police to garages, to applicants for driving licences, and to persons driving vehicles to be tested as to the occasions on which the use of the horn is necessary, and the provision of the law which provides a penalty for the unnecessary sounding of a horn should be pointed out. I would suggest that when the by-law is passed a note be drawn up on this subject by the Commandant. It could be translated into Arabic and printed in English and Arabic on cheap paper and issued by the Police to garages, applicants for driving licences, and persons who bring vehicles to be tested. A notice of this kind, distributed to the right people, very often has effect in educating the public as to what the law requires better than the institution of an occasional prosecution. If after warning has been given the nuisance continues, British police might be detailed to look out for offenders.

234. *First Aid to the Injured.*—A knowledge of first aid is particularly useful to Police in a country where crimes of violence are common. In the year 1929 there were 187 cases of murder or manslaughter (not including the cases arising out of the riots), 151 cases of attempted murder, and 279 cases of wounding and serious assault. If the first Police officer on the scene of an accident or case of wounding can clean a wound, stop bleeding, and apply splints before the journey to hospital is undertaken, such action, if intelligently applied, might cause relief to the injured person and materially assist in the subsequent treatment.

Instruction in the application of first aid by the Police has not only a practical but a moral effect in indicating to the Police their duties towards the public, while it has the effect of bringing about good feeling between the Police and the public. A constable who is only seen arresting offenders may be regarded as a common enemy. By the Police attending to the injured and by saving life in cases of serious injury, good relations between the public and the Police are secured.

At the Training School the Police are now being instructed in rendering first aid and First Aid Certificates are being obtained. Might I suggest, from my own experience, that if instruction of the Police in first aid is undertaken, the best way to ensure that members of the Force who obtain First Aid Certificates keep up to date is for the Police to become a unit of the St. John Ambulance Brigade? The Regulations of the St. John Ambulance Brigade require that every member, after getting a First Aid Certificate, shall do twelve drills in first aid each year, shall be annually re-examined in first aid and inspected. Having once got the First Aid Certificate, a Police Officer may not happen to meet a case which requires first aid attention by him for two or three years. If, in the meantime, he has not heard of or done anything in first aid, he will, in all probability, be confused and doubtful as to the simplest and quickest course of action. First aid, to be effective, must be prompt. Medical officers and hospital attendants are continually handling injured persons; a Police Officer is not. Regular drills and annual re-examination and inspection serve to keep the Police Officer up to date and give him confidence.

235. *Health of the Police.*—The health of the Police appears to be particularly good. The officers, British police and the Palestinian police strike one as looking and keeping remarkably fit. I visited the Government Hospital to which members of the Force are admitted in Jerusalem. I was very much struck by the good accommodation provided for Officers, British police and Palestinian police, and also for the wives of British police. It is also evident, if I may say so, that all ranks admitted to the hospital receive the best possible care and treatment.

PART XXVIII.

The Commandant.

236. *The Responsibility of the Officer Commanding the Police Force.*—I would describe Mr. Mavrogordato, the Commandant, as having ability. He is a good linguist and can speak several languages well. He is popular and gets on well with people. He has maintained a good liaison with the Trans-Jordan Frontier Force, the Arab Legion, the Police in Syria, Sinai, and Egypt. He gets on well with other authorities and is not by any means obstructive. He is good tempered in a crowd and is quite good in maintaining order in a crowd. He has done well in supplying the Force. As stated in paragraph 66, the "Supply" side of the administration is good. The means of communication are particularly good. His own turn-out in uniform is good and his officers and men are well turned out.

These are all very good qualities in a subordinate officer and they are good qualities in a Commanding Officer, but the Officer who has command of a Police Force must have some other qualities besides these if on him is going to depend the training and supervision of the Force. A good-tempered, popular officer, who is not himself capable of training and supervising his subordinates, might for two or three years be able to hold charge of a well-trained Force with good traditions in which the spade work had been done by his predecessors, without the Force coming to much harm, if he had an efficient and reliable staff. But unless he had some definite policy of his own, initiative and vision, or unless he was a man of outstanding character and high principles who would make his influence felt throughout the Force, the Force would very soon suffer if an officer relying principally on good-nature and good temper was allowed to remain in charge for any length of time.

The principal duty of the Officer Commanding a Police Force is to train and supervise the Police. The subordinate Police Officer has greater powers than any other class of public servant of corresponding position and pay. The Force acts

by and through its individual constables. The most subordinate Police Officer has to decide instantly and act on his own responsibility in circumstances which confront him in the course of his ordinary duties, however difficult and novel the circumstances may be. It follows then that every member of a Police Force must receive the most thorough training. His training must be progressive, for conditions and laws change rapidly. He must be thoroughly supervised in his own interests, in the interests of the Force and in the interests of the public, so as to prevent any possible abuse of the very wide powers which have necessarily to be entrusted to him. Supervision and training, the prevention of abuse of power, devising checks to prevent trouble rather than merely waiting for trouble to be reported, is the keynote of any successful police administration. If this is true of every Police Force, and I maintain that it is so, how much more do these remarks apply in the case of the Police Force in Palestine? A young Force, less than one-third of the members of which have been through the Police Training School and the Officers of which, stout-hearted and good men though they be, have in many cases had no previous experience of Police work but have been drafted into the Force from the Army and from the Gendarmerie. Officers and men in this case both need training. A great responsibility for the Officer Commanding the Force.

237. *Has the Commandant had a Policy and has he shown Initiative and Vision in his Command of the Force?*—The Officer Commanding a Police Force must have a policy, he must have initiative and vision. While his subordinates are carrying out their daily duties, the Officer Commanding must be thinking "one ahead." As the main duty of every Police Officer is to prevent crime, so the main duty of the Head of the Force is to prevent trouble. He can only do so by planning and looking ahead and not waiting for trouble to arise. There is very little of what is known as "luck" in good police work. A certain amount of luck enters into everything, but in police work, if it does come, it generally comes to the Policeman who has taken every precaution beforehand to prevent a mistake. A Police Officer should never under-estimate the possibilities of any situation. If trouble is expected he must have a force ready to deal with it. It may not be necessary to use it, but he must have it ready. If heavy traffic is expected he must make a plan in advance for dealing with the maximum that may be expected. If it is suspected that an absconder who is particularly wanted in some case has taken refuge in a house and information is received in sufficient time to make a "plan," the Police Officer will arrange for the back-door, side-doors, and the windows to be watched while he himself enters by the front-door. He will leave nothing to chance. One cannot make plans unless one has a policy and some initiative, and one cannot foresee what may be likely to happen without a certain amount of vision. What signs are there of a policy, initiative, and vision having been brought to bear on the administration of the Palestine Police Force?

In preparing a defence scheme?—The opportunity arose in March, 1929, to get "the details affecting the situation which would arise and the military measures to be adopted in the event of the Civil Power being unable to maintain order." The Deputy Commandant had raised the question with the Government in August, 1927, but it was not then considered necessary that the matter should be gone into. In March, 1929, the Commandant had the opportunity of getting the matter put right or at any rate reconsidered. The opportunity was not seized. When disturbances broke out on the 23rd August, 1929, there had been nothing settled as regards this important point. (Vide paragraph 50).

In the Housing of the Police?—A reference was made by the Commission which inquired into the disturbances at Jaffa in May, 1921 (Cmd. 1540), to the "absence of barrack life has not been conducive to discipline or to the growth of esprit de corps" amongst the Palestinian section of the Police. The High Commissioner in his despatch of the 25th August, 1921,* by which the Report of the Commission was forwarded to the Secretary of State, stated, "Barrack accommodation is being provided in the towns of Palestine as rapidly as funds allow with a view to the Police being no longer scattered in houses in the towns to which they belong."

What actually has been done? Very little. A statement appears on page 103 of this Report. Two new Police stations have been provided at Ramleh and Mejdal and two Police posts at Enab and Afuleh, but no proper barrack accom-

* 43052/21

modation has been provided at Jerusalem, Haifa, and Jaffa. No accommodation has been provided at Jaffa. At Jerusalem there is accommodation for 66 out of 160 Other Ranks Palestinian police. At Haifa there is not a single officer or man housed at the Central Police station. Full allowance must be made for the financial condition of the country, and it would have been impossible to expect that everything that was needed would have been done in nine years—but one looks in vain for any sign of the urgent needs of the Force being pressed upon Government at every possible opportunity in order that Government might not be permitted to forget its obligations in the matter. As stated in paragraph 120, with a large number of Departments all asking for buildings, it is not sufficient to include the buildings required in a list. Something more has to be done. In a matter so vital to the efficiency of the Force and the maintenance of public security in the country the Commandant, in my opinion, should not have ceased to impress upon Government its responsibilities in the matter. It appears to me that a great opportunity was missed by the Commandant when the question of the withdrawal of the troops and disbandment of the Gendarmerie was raised in 1925. With the definite recommendation of Sir Herbert Samuel to the Secretary of State in 1921 to support him, the Commandant had a strong case to urge upon the Government. I have seen the Commandant's Confidential letter of 14th April, 1925, which he submitted to the Chief Secretary with the request that it might be placed before the Secretary of State for the Colonies on his arrival in Palestine to discuss the possibility of withdrawing the troops and disbanding the Gendarmerie. The Commandant's recommendation was:—

"So far as the Civil Forces are concerned I am of the opinion that the following would meet the requirements:—

"(a) The Police Force to stand as it is plus the establishment of a Training School.

"(b) The taking over by the Police of the present Palestine Gendarmerie in reduced numbers, i.e., six officers, six British Warrant Officers and 260 men.

"(c) The disbandment of the British Gendarmerie in its present form and out of it the formation of a Force purely for Police purposes composed of about six officers, twelve Sergeants, twelve Corporals, and 205 men.

"This arrangement would have the advantage that it would not mean any material increase of expenditure to the Palestine Government, if any, as the savings effected by reducing the numbers of the Palestine Gendarmerie would practically pay for the British Section.

"It would do away with any form of dual control.

"It would not necessitate the Palestine Government having to ask for a grant in aid of £200,000 annually from the British Treasury in order to pay the British Gendarmcrie."

Had it been stipulated that it was not safe to leave the country without troops or without a British Gendarmerie until the Police Force had been properly trained and housed and had it been pointed out that Sir Herbert Samuel's despatch of 1921 had not yet been given effect to, I can see no alternative but to something having then been done in the matter. No reference was made to the urgent need for housing the Palestinian constables and the Force if more was to be expected of them. More was to be expected of them than in 1921, when Sir Herbert Samuel wrote his despatch, for in 1921 there were in the country one British and one Indian Cavalry Regiment, one British and 1 Indian Infantry Battalion in addition to Units of the Royal Air Force and details of Royal Engineers, Royal Artillery and Army Service Corps.

In the Training of the Police?—The Handbook of Instruction for the use of the Force sanctioned by the Secretary of State on the 11th January, 1927, has not yet been issued (paragraph 95). There is no organized system of holding regular Instruction Classes and no regular system of holding parades applicable to the whole Force (paragraph 102). In a young Force one does not expect to see precise orders on many subjects such as one would expect to find in a Force of long standing; but the necessity for an order with regard to the learning of Arabic by officers and the testing of officers in their knowledge of Arabic should not have been overlooked in a Police Force where all the records kept in Police stations are kept in Arabic and the majority of the constables, a great number of the Palestinian officers and the majority of the population can only make themselves understood in Arabic (Paragraph 220 (c)).

In the Supervision of the Force?—The inspection of stations and outposts by the Commandant has not been sufficiently frequent. (Paragraph 102.) No report to Government has been sent in of inspections done in spite of the Chief Secretary's order of the 17th January, 1928. (Paragraph 102.) There has been no adequate check on inspections done by officers either at the stations or by means of Returns sent to Headquarters. (Paragraph 210 (a).) Mr. Mavrogordato's own order of the 8th March, 1923, laying down what should be done by officers at inspections has not been enforced. (Paragraph 102.) There has not been sufficient supervision by British officers of investigation of crime and too much has been left to the Palestinian police. There is a lot of serious crime in the country. There were 99 cases of murder, 88 cases of manslaughter, and 151 cases of attempted murder in 1929, not including the crimes committed during the disturbances. (Paragraph 160.) British officers have not been seen sufficiently in the Courts. (Paragraph 167.)

In Superintendence at Headquarters?—The Commandant has stated that he had not been able to get round stations and outposts as he had been tied to his Headquarters having to sign travelling claims and having himself to supervise the Special Branch. The condition of the Special Branch has been noted in paragraphs 199 to 202. Travelling claims were certainly signed but there was no real check exercised when the signature was placed on the paper. (Paragraphs 209 and 210.) The state of the Police in Jerusalem, who were under the eye of the Commandant while at Headquarters, does not indicate effective supervision. (Paragraph 219.)

In Control of Expenditure?—There has been an absence of check on the payment of Good Conduct Allowances. Constables have been drawing the allowance who should not have been permitted to do so. (Paragraph 62.) There is no case on record of a man who has proved inefficient losing Proficiency Pay. (Paragraph 67.) The high cost of the Travelling Vote has been referred to. Mr. Broadhurst's claim for motor-car mileage was signed when the Regulations clearly required the journey to have been performed by train. (Paragraph 64.) The frequent journeys to Egypt by the Commandant involved heavy expenditure. (Paragraph 210 (e).)

238. *Competence of the Commandant.*—It is probable that in every case some excuse could be put forward such as in the case of the matter of the Handbook of Instruction, namely, that the laws were being so constantly changed. There is always some excuse which can be put forward for lack of personal supervision. An officer can always sit in his office and say that he had no time to do this or that. One is bound to find on an inspection that there are some points that have been overlooked; the stranger will always see something which the man on the spot passes every day and does not notice. This is always the case, but, while making every allowance for the strain which all ranks of the Force in Palestine are subjected to and making every allowance for the vicissitudes the Force has been through (*vide* Part V of this Report), one does not expect to find such a complete lack of attention to detail in matters affecting the training and supervision of the Force nor, in my opinion, does one expect to find such a lack of a definite policy and lack of vision and initiative in the administration of the Force.

In my opinion it is due not to deliberate neglect but due very largely to ignorance, to lack of strength of character and a habit of being rather easy-going. Take for example the case of Mr. Broadhurst (Paragraph 202); the easiest course was to sign his Confidential Report as "satisfactory." It was not the right course. In Police work the easiest course is hardly ever the right one. If a complaint is made against the Police, the easiest course is to accept the word of the Police. The duty of the Officer is to stand between his men and the public and see that justice is done whether the course is an easy one or not. (Paragraph 164.) The officer Commanding a Police Force must act on principles and never on expediency. Personally I do not think that Mr. Mavrogordato is competent to train in Police work a body of officers and men who have not yet been trained. I do not blame him for this. As stated in paragraph 2, he joined the Cyprus Police as a clerk at the early age of 17 which means that he must have missed those last two years at school which do so much to form character. He served in Cyprus from 1903 to 1912. I inspected the Cyprus Police in 1926. I found them to be a delightfully keen body of officers and men but backward in their knowledge of modern police methods. They were most grateful for anything that could be told them. It was not their fault, they had not been taught but they were most ready to learn.

If this was their position in 1926 it is not unreasonable to suppose that they were not more forward in 1912. I have never seen the Police in Sierra Leone so I am not competent to state how far advanced in modern police methods the Sierra Leone police were in 1913-1922. As I have already stated, in a crowd at Nebi Musa and at the ceremony of the Holy Fire, Mr. Mavrogordato is excellent, but in the work of training and supervising the Force my own opinion is that he himself suffers from lack of training.

239. *Position of the Force in Palestine.*—What then is the position? The position, I submit, is this. In the Force there is quite good material both amongst the officers and men. They just need training. The strength of the Force is 1,975 and with an increase in the strength of the British police and with an increase in the Criminal Investigation Department, if sanctioned, the strength will be over 2,000. There will be a body of 650 British police. The Head of the Police Force is responsible for the control of a sum of £P.332,750—one-sixth of the total estimated ordinary expenditure of the country. There are now 88 Police stations and outposts and it has been proposed that the number should be increased to 116. This, I submit, would be a very responsible charge in any country but in the peculiar circumstances prevailing in Palestine it is exceptionally so. What are these peculiar circumstances? They are that less than one-third of the Force has been through a Police Training School. A very fine body of British police costing a considerable sum of money are now required to do Police work and they only need training. The training and supervision of the British police is a great responsibility. The majority have not previously done police work. I doubt if in any other part of the world there is a body of 650 British police sent out from England to perform Police duties. The majority of the officers came to the Force from the Army and from the Gendarmerie and a number had no previous experience of police work and went through no course in training on joining the Force. The officers, if trained to do so, could assist the Commandant in the supervision of the men. No one else but the Commandant can supervise and train the Officers. The feelings between different races occupying the country are most acute. At any time on a religious cry being raised serious rioting may break out unless prevented by first-class police work. The eyes of the world are on Palestine. The conditions under which police work has to be done are not easy and are not likely to be easy at any time during the next twenty years.

For the Palestinian police I have suggested a new Training School. The buildings alone will not meet their needs. Everything will depend on the officer Commanding the Force. It is his policy, his principles, his influence which will be reflected in the Training School.

I have stated that in my opinion the conditions in Palestine are such as to need the presence of two Battalions of Infantry and a force of British police for at least twenty years. May I also say that in my opinion the Palestine police will need to be commanded by a first class Policeman for at least twenty years. What the Palestine Police need at this critical stage, more than anything else, is to be commanded by a Police officer who is thoroughly competent in every branch of his work, an officer possessed of energy and strength of character, who will not cease to give his best efforts and bring all his personal influence to bear on the training of a body of officers and men who are only too keen to be trained into an efficient Police Force. That the Force can be so trained I have not the slightest doubt.

Can the present Commandant do this?—It is my duty to say that in my opinion he cannot. I do not think that, apart from everything else, he has himself had the training which would fit him to do it. May I say that I informed the Commandant that this was my opinion after going round the stations and outposts and when I had completed my inspection of the Criminal Investigation Branch and his Headquarters.

PART XXIX.

Summary.

240. I beg respectfully to tender to the unfortunate officers who may, as a result of their official position, be compelled to read this Report, my apologies for what will and must be considered its unseemly length. It would have been easier for me to record and very much more satisfactory and simpler for the reader to have seen it recorded, the general principles on which the re-organization of the Force should be undertaken, and left the details to the Commandant. In many cases one would be sure that if the main headings were placed on record and some idea of the detailed action to be taken was given verbally, the action taken would be complete and correct. I may be wrong, but in my judgment such a course would, in this instance, not have met the case. The proposition I was faced with was, who would work out the details if the general principles of any of the recommendations made were approved? It struck me, as I have had the opportunity of making this inspection of the Force, that the simplest course in the long run would be for me to endeavour to describe in detail the action that might have to be taken under each Head. The effect of this has been to make the report considerably more lengthy than would ordinarily have been necessary.

As detail was necessary and the Report had consequently to be lengthy, I have endeavoured to make each Part of the Report as complete as possible in itself so that any one Part could be taken in hand and dealt with, if necessary, without reference to other Parts. This has necessitated a considerable amount of repetition which must, I fear, have been wearisome to the reader. The summary, in which the various proposals have been placed under different heads in order of urgency, and index which are attached will, I trust, afford a reference to the action which may have to be taken on any Part of the Report.

It has been necessary to point out the defects in order to indicate a possible remedy. I trust that the impression conveyed will not be that the task before them is entirely beyond the capacity of the present Force. Taken slowly it will not be. The age of the Force is only ten years and the position of the Palestinian policeman at the present time may be likened to that of a boy learning to play cricket. First of all he needs a good wicket to bat on. Confidence has to be established in the young player. He should not be put in to bat on a bad and bumpy wicket. The good wicket the Government must provide. The bowling should not be too difficult to start with and the lad should be given pads and gloves for his protection. The Palestinian constable wants housing. He must have a good coach. This is essential. It is easier to train the young player to hold a straight bat than later in his career to try and get him out of a bad style or bad habits. The Commandant is the coach. The team should not be composed entirely of young players. The young players need some support. There must be a few more seasoned players on the side. Someone with experience to go in first and break the bowling. The British police will do this. Someone who can go in and hit hard if necessary when runs are wanted. The troops can do this. Information about the other side is wanted so that the field can be set to stop them scoring. The C.I.D. should get this. On the side there should be one or two men who are good in the outfield (the Headmen). There must be a good umpire who would give a reasonably correct and in any case prompt decision (the Magistrate). A side will play all the better if they get encouragement and support from the public. So the young cricketer is gradually trained and he may eventually become a Hobbs, but he has got to be taken slowly and above all he must have a good coach. The position of the Palestinian police in the past has been that, without any proper coaching, they have been called upon to bat on a distinctly difficult wicket against rather tricky bowling. Just as they were getting used to batting right hand (the Gendarmerie) they had to change over and start again batting left hand (Police). They have not had much of a chance. If I may say so, a little too much has been expected of them. Given a good wicket, a good coach, a good umpire, and support, they will make good.

Where figures of population have been quoted the 1922 census figures have been taken.

I am afraid the reader would have got tired of the reference to Ceylon in so many places. I trust that it will be understood that I have not done so with the

idea of advertising the Colony in which I have the honour to serve or with the thought that what applies in Ceylon will at all necessarily apply to Palestine. One gets little idea of the figures quoted unless one has other figures with which to compare them. The case of Ceylon is the only one I could quote with accuracy.

I fear there is much that is in error and that many mistakes will be found in this Report, for these I beg to express my regret.

In paragraph (1) I have referred to the facilities which have been given me to see every part of the country and to the free access I have had to documents and records. From the High Commissioner downwards every official, and every private individual, or representative body has done everything possible to facilitate my inspection and I wish to express my appreciation of the very frank way in which any information asked for, or anything I wanted to see, has been placed at my disposal by the Commandant. To all who have so generously given me their help and advice I beg to tender my most grateful thanks.

I desire to record my sense of obligation to the officers and clerks who have particularly helped me in preparing this Report.

Up to the 23rd March, when he went on leave, Mr. A. J. Kingsley-Heath, Deputy District Superintendent, who was working in the Headquarters Office, most generously gave up to me a great deal of his own time when he should have been working for his Bar final examination. I can only express my grateful appreciation of his action and of his valued assistance and trust that he will not suffer as a result of the many calls I made on his time. Mr. J. B. Burns, Assistant District Superintendent, who was working in the Records Office at Headquarters, has never spared himself to obtain for me figures and facts and to check their accuracy. Mr. Burns has an accurate mind and is an untiring worker. I cannot too warmly express my appreciation for all he has done.

Miss Gate and Miss Brailofsky of the Police Office and Mrs. King and Mr. Antippa of the Chief Secretary's Office, have done all the work of taking down and typing this Report. They have all put in a great deal of work, and Mr. Antippa in particular has worked very long hours. I am most grateful for their assistance.

Attached to this Report is a summary of:—

- (1) Proposals which need the provision of funds, placed in order of urgency.
- (2) Proposals which may need action by Government but will not need the provision of funds, placed in order of urgency.
- (3) Proposals which involve amendment to the law.
- (4) Proposals which do not need urgent action by Government but are matters for consideration.
- (5) Proposals which need action by the Commandant of Police, placed in order of urgency.
- (6) Proposals which do not need immediate action by the Commandant of Police but may be borne in mind to be carried out when practicable.

A reference is given to the paragraph number in which each proposal has been discussed.

An index* and a map (marked "A")† showing the distribution of military forces and British and Palestinian police in the vicinity of Jewish colonies (*vide* paragraph 28) are submitted.

JERUSALEM,

6th May, 1930.

* See page 275.

† Not reproduced.

SUMMARY OF PROPOSALS.

WITH REFERENCE TO PARAGRAPH NUMBERS.

(PARAGRAPH NUMBERS IN BRACKETS.)

I.—Proposals which need the provision of funds, placed in order of urgency.

1. Additional 79 British police to bring the total up to 650. 90 horses for British police to bring the total up to 102 (12 in possession). Two tourers, eight 12 cwt., and one 25 cwt. cars for additional British police required under the scheme of wider distribution. Furniture and other charges on account of wider distribution of British police. Total increase over original estimate for cost of maintaining 571 British police will be £P.22,115. (29.)
2. One officer, 129 other ranks Palestinian police required in connection with the scheme for close protection of Jewish colonies. Issue of Greener guns and ammunition for sealed armouries in 73 Jewish colonies. Cost of these items was estimated for in the Commandant's letter P. 29/117 of 25th November, 1929. Original estimate was for 134 other ranks. There should be a saving of £P.410 on the original estimate. (30.)
3. Three instructors in Arabic to be provided for British police at Jerusalem, Jaffa, and Haifa at from £8 to £10 per month each. (143.)
4. Language instruction book in English, Arabic, and Hebrew, printed in English characters, to be compiled and issued to British police and when necessary to Palestinian police. (143.)
5. British police, parade ground at Jerusalem to be metalled, £450. (150.)
6. New C.I.D. staff, total cost £5,786. (206.)
7. Two additional Palestinian Magistrates and three British Stipendiary Magistrates. Deduct from cost saving which should be effected by reduction in number of remand prisoners, costing £44 15s. each to feed per annum. Deduct cost of providing accommodation and guards for remand prisoners. Deduct saving which should be effected on Police Travelling Vote on account of reduction of escorts and attendance of witnesses in case of frequent postponements. (171, 172, 173, 185.)
8. Police Post at El Hammeh. Palestinian police one non-commissioned officer and three men. (46.)
9. Six additional officers required, one Deputy Commandant, C.I.D., and five Assistant Superintendents, £2,900 per annum. *Note.*—The pay of Deputy Commandant, C.I.D., already shown in Item 6, increased cost of C.I.D. (220.)
10. Officers in charge of Training School and British police to rank as District Superintendent on £750—25—950 vice £550—25—750 as at present. *Note.* Provision for this has been included in estimates 1930, but not yet sanctioned. (91 and 220.)
11. Prisons, Deputy District Superintendent to be appointed, to be responsible to Commandant for administration and supervision of Prisons till possible to separate Prisons Department from Police. *Note.*—Proposes that Mr. Blackett should be transferred to Prisons, and his place in Police would be taken by new Assistant Superintendent, cost included in item 9 above. (190 and 220.)
12. Language allowances to members of Palestinian police below rank of sergeant, cost in first year, say, £1,200. (86.)
13. Visit to Ceylon by Mr. Kingsley-Heath and a Palestinian instructor to study the methods adopted in the Ceylon Police Training School. Return passage, Port Said to Colombo and actual living expenses in Ceylon to be met. (93.)
14. Constables of three years' service and under to be housed in barracks as single men. Start to be made at Jerusalem by housing 50 men, cost £P.4,000. (118.)
15. Annual increments to Assistant Superintendents to be increased from £10 to £15, cost for 33 Assistant Superintendents, £165 per annum. (220 (f)).
16. Telephone Nablus to Jiflik £1,100. (46.)
17. Road Safad to Acre to be pushed on. (46.)

18. Housing of ten married British police at Jerusalem, £500 per quarter, equals £5,000. (118, 149.)
19. New Police Training School at Tel Pioth, cost of ten acres of land with buildings, £P.40,000. *Note:* I regard this as one of the most urgent needs of the Force. I have put the new Training School in this position in order of urgency as the whole sum involved will not be required at once. The items previous to this are items for which the whole sum involved will be immediately required. I recommend that the site be purchased at Tel Pioth and building should be started as soon as possible. (90.)
20. Training School, house for Superintendent, £P.2,000. *Note:* vide 19 above. (90.)
21. Housing of 18 married Palestinian police other ranks of over three years' service (Jew and Arab) in married quarters. Eighteen quarters to be built as an experiment in three different Districts, six in each. Cost £160 to £180 each Reasonable rent to be paid by occupants. (118.)
Note: If successful remaining 782 married men gradually to be housed.
22. Housing of Palestinian other ranks under three years' service in barracks as single men at Jaffa, Haifa. Estimates to be obtained. (118.)
23. Probation Officer, one whole time officer needed on, say, £12 a month. (154.)
24. British police, free return passages for man and family on completion of five years' service and after each subsequent period of three years' service. (148.)
25. Training School, four Sergeant Instructors to be granted special allowance of £P.2 a month if fit, and four corporal instructors of £P.1 a month if fit. Total £P.8 and £P.4 a month. (91.)
26. Palestinian Inspectors, increment in grades and alteration of the number of appointments in each grade. Increased cost, £P.672 per annum. (221 (a).)
27. Headmen, the best men of the village to be induced to accept office, if necessary grant of allowance to cover out of pocket expenses, grant honours, etc. (227.)
28. Housing of Palestinian other ranks of under three years' service in barracks at other stations in order of urgency. Estimate to be obtained. (118.)
29. Municipal police to be incorporated in main Palestinian Police Force. (138.)
Note: If done so, local allowances to be permitted. (135.)
30. Law Reports, publication of. (184.)
31. Roads required Safad area. (46.)
32. Bonus for Officers passing optional examinations in languages. *Note:* Not at present necessary to provide funds. (220 (c).)

II.—Proposals which may need action by Government but will not need the provisions of funds. Placed in order of urgency.

1. The responsibility of the Police Force generally, responsibility of Officers in charge of Districts, responsibility of District Commissioners and District Officers, responsibility of the military authorities in dealing with disturbances to be laid down. (33—38; Police 36, District Commissioners and District Officers 37, Military 38.)
2. Booklet to be printed and issued to the civil authority, Military and Police showing powers and duties of Police, civil authority and Military under the civil law, under emergency regulations, and under martial Law. (39.)
3. Powers of Police, Special Constables, and Military in Defence of person and property to be printed on a single sheet for issue to every special constable and to military. (40.)
4. Internal defence, scheme for each District to be prepared by District Commissioners and District Officers in "key" positions. To be revised and practised half-yearly in February and August each year and reports sent in to Government. (37.)
5. Hebron District to be included in the Jerusalem District for both Police and Revenue purposes. (49.)

6. "Key" positions in Districts to be filled by British officers, who will be in executive charge with inspectorial powers over neighbouring Districts of less importance. (48.)
7. Notices warning the public of the dangers of civil disorder to be printed in the three languages and issued to Police so as always to be ready for distribution in public places at times of public excitement. (41.)
8. Broadhurst, Mr. J. F., to be called upon to show cause why he should not be compulsorily retired on the grounds of inefficiency. (203.)
9. Jerusalem Police District, change of second in command and of Palestinian officers required. (219.)
10. Regulations dated 1st July, 1929, made under Section 41 (b) of the Police Ordinance to be amended to provide for colloquial examination vice written examination in local languages, in proficiency pay, and examinations for British police. (143.)
11. Duties of new C.I.D. In certain matters the Head of the C.I.D. to be permitted to report to Government direct. If general principles approved draft order to be submitted by Commandant for approval of Government. (205.)
12. Sub-District Police offices to be abolished, *i.e.*, Haifa, Safad, Nablus, Jaffa, and Gaza. (104.)
13. Nablus and Beersheba to be made separate Police Districts and size of present Northern and Southern Police Districts to be reduced. (105.)
14. Travelling claims, and suggested new system of payment of. (211 (d).)
15. Pay sheets, new system suggested. (211 (g).)
16. Commandant's signature on documents, suggested new order. (211 (f).)
17. Commuted allowances to be abolished and same rate to apply to every Police officer who is required to keep a car for official journeys. (211 (b).)
18. Extraneous duties, collection of debts, fines, and Court fees to be attended to by Court staff. (122.)
19. Extraneous duties, collection of registration fees for motor vehicles and driving licences to be attended to by local Sub-Accountant or by a central licensing officer appointed for the collection of all Government fees in his District. (123.)
20. Alteration of Police Good Conduct rules. (62.)
21. Proficiency Pay, amendment of rules. (63.)
22. Every British Police Officer and British Inspector now serving in the Force, who has not yet passed an examination in Arabic, to be required to pass test in colloquial Arabic within one year of issue of order. (220 (c) ii.)
23. Probationary Assistant Superintendents, examination and language tests to be passed in first, second, and third year, and confirmation to depend on this and on general fitness. Draft order to be submitted by Commandant for approval. (220 (b) and (c).)
24. Courses of instruction attended by Police Officers to be counted as duty and not as leave. (98, 194, 220 (g).)
25. Commandant to be required to inspect each station and outpost at least once a year and to bring to notice of Government any point of special interest or importance noted on inspection. (102, 110.)
26. Efficiency Bar between the rank of Assistant Superintendent and Deputy District Superintendent, order required, (220 (d).)
27. District Commissioners and District Officers, relations with Police, order to be issued with regard to. (223.)
28. Legal assistance to Police in important cases by Solicitor-General and whole time Government Advocate relieved of extraneous duties. Law Officers' chambers at Law Courts. (183.)
29. Nablus District Court, assistance to reduce arrears in indictable offences awaiting trial. (181.)
30. Juvenile Court, room separate from Law Courts required at Jerusalem, Jaffa, and Haifa. (154.)
31. Magistrates, advice to, by means of circulars from the Chief Justice. (174.)

32. Prisons course in England, Administrative, Police, and Prisons officers and Magistrates to be encouraged to attend. Period to count as duty. (194.)
33. Extraneous duties. Escorts to tax collectors, cattle enumerators, District Commissioners, District Officers, serving notices for District Administration, to be attended to by District Messenger Corps. Trial to be made, say, at Ramleh, Hamallah, and Safad Districts. (124.)
34. Extraneous duties. Telephone operators, work to be done at less cost by civilian staff. (125.)
35. Extraneous duties. Clerks and store keepers, work to be done by Government clerks. (126.)
36. Extraneous duties. Immigration work at Rosh Pina and Metullah to be done by clerks. (127 (a).) *Note*: Prosecuting cases for other Departments to be gradually taken over by those Departments. (127 (b).)
37. Extraneous duties. Warders at lock-ups, duty to be done by Prison Department at less cost. (128.)
38. Palestinian section of the Force to be reduced by 179 men if relieved of extraneous duties and thereafter to be reduced rather than added to, till all men trained, well supervised and housed. (129.)
39. Village Ghaffirs, appointment of for a particular reason for a limited period, suggested uniformity in the application of the law. (231.)
40. Jerusalem, District Superintendent, Major Wainwright, to come up to standard required. If he fails to do so an officer of the required standard to be brought in. (102 and 219.)
41. Courses of instruction in England, Palestinian officers to be encouraged to attend. (98.)
42. Confidential Reports, responsibility of officer signing report to be impressed on officers submitting reports. (220 (e).)
43. Legislative or other Councils. Police officer not to serve on. (211 (i).)

III.—Proposals which involve amendment of the Law.

1. Special Constabulary Reserve, the establishment of a permanent. (42.)
2. Firearms and ammunition to be kept under lock and key in dealers' premises. (45.)
3. Police Ordinance, Section 36 (i) Ordinance 17 of 1926 to be amended to provide for it being the duty of every member of the Force to collect and communicate intelligence. (158.)
4. Magistrates to hold inquiry at scene in case of homicide. (163 (p).)
5. If additional Magistrates can be provided, Magistrates to be required by Law to record all the evidence that is available when an accused person is produced in custody in a criminal case. (171.)
6. Arrest without a warrant. Every case to be reported to Magistrate by Police station or post. (163 (m).)
7. Access on the part of the Defence to Police files, amendment of the Law on the lines of Chapter 12 of the Ceylon Criminal Procedure Code might be considered. (177.)
8. If sufficient Magistrates can be provided to ensure that all the evidence in a Police case will be recorded promptly, the question of repealing Sections 2, 3, and 4 of the Ordinance to provide for preliminary examination of witnesses might be considered. (176.)

IV.—Proposals which do not need Urgent Action by Government, but are matters for consideration.

1. Office hours, consideration as to whether the present hours are the best for health and turn-out of work. (213.)
2. Police College in England, if started, any outstanding officer fit for higher command to be admitted to, if possible. (220 (g).)

3. Expert from England to be obtained to advise on Prisons after new Magisterial and Probation system suggested has been working for one year. (191.)
4. If best man in the Village could be induced to come forward as Village Headman, Instructions to be issued to Police as to method of treating Headman. (230.)
5. Village Courts in Villages, possibility of Institution of. (229.)
6. Other Colonies, possibility of transfer of Officers to if no more promotion in next five years, to be considered. (220 (h).)

V.—Proposals which need Action by the Commandant of Police, placed in order of urgency.

1. Issue of instructions to the Police as regards their responsibilities in dealing with disturbances. (36.)
2. Issue, after consultation with the Attorney-General, of a simple Order printed in English, Arabic, and Hebrew to every member of the Force as regards the powers of every individual Police officer in the protection of person and property. Every member of the Force to learn this Order by heart and to be able to repeat it. (36.)
3. Notices printed in English, Arabic, and Hebrew warning the public that it is an offence to spread false reports and create a panic, and that anyone who remains in or near a crowd at the time of civil disorder does so at grave risk to himself, to be always ready for issue in every town. (41.)
4. Dealers in firearms to be advised to keep firearms and cartridges under lock and key. (45.)
5. Firearm dealers' premises to be inspected once a month by Police. (45.)
6. The practice of Police in controlled volleys with blank ammunition in the Barrack Square and with live cartridges at the Range. (36.)
7. Handbook of Instruction to be printed in English, Arabic, and Hebrew and issued to every man of the Force. (95.)
8. Instruction Class and Parade to be held once a week at each station and post, definite orders to be issued. (36, 110.)
9. Notebooks to be examined and initialled whenever a man goes off duty. (158.)
10. Imprest to be banked by Officer in his official capacity. (211 (e).)
11. New Criminal Investigation Department, Duties of, Submit to Government for approval draft Order and if approved, issue copies to C.I.D. and all concerned. (205.)
12. Prisoners condemned to death, Consideration of Rule that they must be leg-and-arm cuffed day and night when in cell. (195.)
13. Jerusalem District, post of Deputy District Superintendent to be filled by Officer who is at a moment's notice fit to assume the responsible charge of this District. (105.)
14. Palestinian Assistant Superintendents and Inspectors to be moved frequently. (221 (b).)
15. Housing of Police, plans and estimates to be obtained. (118.)
16. Weekly vice Monthly Reports by Officers to be started. (109.)
17. Notebook, good strong notebook to be issued to every man with orders as to use and daily inspection. (158.)
18. Notebook, description of persons wanted and property stolen to be read out to all men reporting for duty, to be entered in notebook. (158.)
19. Good Conduct Rules, amendment of. Note: Sanction of High Commissioner in Executive Council necessary. (62.)
20. Proficiency Pay, amendment to Rules. Note: Sanction of High Commissioner in Executive Council necessary. (63.)
21. Training, progressive, of all ranks of the Force, by issue of orders and notes of interesting cases that have come to notice each week, by the Commandant, and by holding of Weekly Instruction Classes at each Station. (94.)
22. Conference of Officers in Jerusalem, Weekly at Headquarters. (158 (2).)

23. Crime Report (Form P. 507) to be amended to show by whom scene of crime was visited and date and time of arrival on scene. (163 (f).)
24. Form P. 302 to be abolished and return of inspections and visits to stations and posts during month to be attached to travelling claim by each Officer. (211 (a).)
25. Forage Allowance, Return of mounted duty done during month by Officer to be attached to claim. (211 (c).)
26. Inspection of stations and posts and checking of patrols, Definite orders to be laid down. (106, 107, 108.)
27. Revision of all Returns and Forms now in use, Special Officer (Mr. Burns?) to be placed on duty to undertake. (211 (h).)
28. Palestinian officers who are required to sign Returns written and typed in English to be able to read English, and Regulations to be drawn up as regards non-commissioned officers passing examination in colloquial English before promotion to rank of Sub-Inspector. (220 (c) (iii).)
29. Reconvicted Criminals, Register to be kept in each station. (155 (g).)
30. Crime, Quarterly summary of, to be kept in each station. (155 (h), 163 (o).)
31. Investigation of Crime, Order to be issued as to the cases in which a superior Officer should visit the scene. (163 (e).)
32. Attendance of Police Officers in Courts, Order to be issued. (163 (e), 178.)
33. Acceleration of trial in important cases, application to be made for. (182.)
34. Training members of the Force in the Investigation and Detection of Crime. (163.)
35. Members of the Force who have done good work in collecting and communicating intelligence, Mention cases in Weekly Orders. (158, 163.)
36. Intelligence, collecting and communicating, duty of all ranks, instruction to be given at Training School. (158.)
37. Notebook, practical instruction in keeping of, to be given at Training School. (158.)
38. Previous convictions when proved, Court to be moved to award enhanced punishment in accordance with the law. If law not complied with, appeal to be lodged. (155 (f).)
39. Training School, no man to be promoted Lance-Corporal, Corporal, Sergeant or Sub-Inspector without going through Promotion Course and passing examination. (90.)
40. Collection and communication of intelligence and good work in detection of crime, Report to Government instances of and when necessary to reward. (158.)
41. Travelling and "Other Charges," cost of, supervision over. (64.)
42. Training School, Commandant to impress his policy and principles on and inspect all recruits, non-commissioned officers, and officers before passing out. (92.)
43. Complaint against Police, Officer to stand between Police and public, persons complaining to be informed of result of inquiry and action taken. (112, 164.)
44. Trials, Reports of famous, and *Criminal Investigation* by Hans Gross to be issued to Districts from Fines Fund. Reading of *Police Journal* to be encouraged. (94.)
45. "Team" spirit established in Training School to be continued in district. (96.)
46. Recreation, means of at outstations to be provided from Fines Fund. (97.)
47. Police Orders, book of, to be printed and issued to each station and to Training School. (95.)
48. Motor-horns, unnecessary use of. If prohibited by law, warning Notice to be drawn up and issued by Police. (233.)

VI.—Proposals which do not need Immediate Action by Commandant of Police, but may be borne in mind to be carried out as necessary or when practicable.

1. Recruiting poster to be issued if Language Allowance is granted, stating that allowance can be drawn in the Force by intelligent and reliable man. (85.)
2. Recruiting, if Language Allowance is granted, preference to be given to men who can speak official languages other than their own. (85.)
3. Recruitment of Jews for general police work in the streets. Jewish Recruiting Officer to be sent out. (72.)
4. Jews, more required on duty in the streets and inquiring into crime in Jerusalem and Haifa urban areas. (72.)
5. Recruitment of Greeks and men of other nationalities who may be useful for C.I.D. work, C.I.D. to look out for. (72.)
6. Commandant on his inspections to see that in each station and district the different classes of the population in that station area or district are fairly represented in the Police Force of that station or district. (72.)
7. Married Quarters for British police at Jaffa and Haifa, Site to be selected and scheme put up. (149.)
8. Reformatory at Tulkarem, run on the "house" system with "house" names and colours and encourage boys from towns to learn industries. (154.)
9. First information to Police to be the start of Court proceedings. (179.)
10. Telephone Call Boxes in Jerusalem. (163 (1).)
11. Uniform, Kit allowance. (64.)
12. Warning to Police to be issued (after additional Magistrates appointed and law amended to prohibit remand of prisoner when recording evidence) against assault on Prisoner or Witness. (175.)

GENERAL INDEX.

(NOTE.—The reference is to page numbers.)

A

Access on part of Defence to Police Files (177).
Advanced Course of Instruction, Metropolitan Police (247).
Arms, Dealers in (32).
Arms, Illicit possession of (31).
Arrests, to be reported to Court (157).
Assaulting persons in custody or Witnesses, Warning to Police (175).

B

Booklet of general principles to be followed in dealing with disturbances (27).
Boys' Clubs in Jerusalem (140).
British Inspectors, Employment of (89).
British Police, Strength and Disposition of (13-21).
British Police, Part XV (128-138).
British Police, Good record and good reputation of (128).
British Police, Bringing into touch with Palestinian Police (129).
British Police to be employed on strictly "Police" duties (129).
British Police, Methods of employing (130).
British Police, Knowledge of Languages (130).
British Police, Instruction of (132).
British Police, Motor Transport (133).
British Police, Married Quarters for (107 and 137).
British Police, Pay of (134).
British Police, Promotion, Promotion to the rank of British Inspector, and Probationary Assistant Superintendent (135).
British Police, Free return passages to England for each man and family on completion of 5 years' service and after each subsequent period of three years (136).
British Police, Separation Allowance and Married Quarters (137).
British Police, Parade Ground at Jerusalem to be metalled (137).
British Police, Recreation and Welfare (138).
British Officers, Good material amongst (233).
British Stipendiary and Inspecting Magistrates, three needed (170).
British Stipendiary and Inspecting Magistrates to have knowledge of Arabic and of the people (172).
Broadhurst, Mr. J. F., Inefficiency of (202-208).

C

Ceylon Police Training School, Visit to by Mr. Kingsley-Heath and Palestinian Inspector (79).
College Police, Proposed (246).
Collection of Debts, Fines, and Court Fees (110).
Collection of Registration Fees for Motor Vehicles and Driving Licences (112).
Commandant, Mr. A. S. Mavrogordato (6) and Part XXVIII (261-265).
Commandant, Duty to Supervise (99).
Commandant, Responsibility of in housing the Force (108).
Commandant, Duty to Superintend and Administer and to control Expenditure (217).
Commandant, Superintendence by visiting and Inspecting Stations (217).
Commandant, Superintendence at Headquarters (218).
Commandant's signature on documents (226).

Commandant, Responsibility of the Officer Commanding a Police Force (261).
Commandant, Has he had a Policy and Has he shown Initiative and Vision in his Command of the Force (262).
Commandant, Competence of in Command of the Force (264).
Commandant, Position of the Police Force in Palestine (265).
Communication, Means of (32 and 144).
Commuted Allowances to be Abolished (219 and 223).
Complaints against Police (112 and 158).
Composition of the Force, Part VIII (50-61).
Conferences of Officers, Weekly at Headquarters of Officers working in Jerusalem; In Districts and Divisions as required (149).
Confession of accused person to be taken before Magistrate whenever possible (157).
Constable, Individual responsibility of (69).
Constables, Supernumerary (260).
Co-operation between different classes of the Population hindered by labels (62).
Corporal, Promotion Course and examination essential for promotion (75).
Cost of the Force, Comparison with cost Police in Ceylon (39).
Cost of the Force, Cause of high cost in Palestine (39).
Cost of feeding Prisoners on Remand under present system and the cost of two Palestinian and three British Stipendiary Magistrates (182).
Cost, Saving effected by reduction of Lock-up and Jail Population (190).
Courses of Instruction to be attended by Officers and to count as Duty (84, 191 and 246).
Couns. Prosecution of Cases in the, Part XIX (160-183).
Courts, Co-operation between the Public, the Police, and the Courts in the Prevention and Detection of Crime (160).
Courts, Maintenance of Good Order depends on prompt disposal of cases in Magistrates' Courts (160).
Courts, Work of the Police as seen in the (161).
Courts, Disposal of cases in the Magistrates' Courts (162).
Courts, Effects of delays in Magistrates' Courts (165).
Courts, Magistrates, Remedies suggested (166).
Courts, Additional Palestinian Magistrates required (167).
Courts, Attendance of Police Officers in (179).
Courts, Higher, Cases awaiting trial in (180).
Courts, Village (257).
Crime, Prevention of, Part XVI (139-145).
Crime, Methods by which Crime can be prevented (139).
Crime, Remove the causes of, and desire to commit Crime, Start with the Youth (139).
Crime, Detering persons from committing by vigilance of Police (142).
Crime, Offender with previous convictions to receive enhanced punishment (143).
Crime, Public opinion against, to be encouraged (143).
Crime, Means of communication assist in preventing (144).
Crime, Investigation and Detection of, Part XVIII (151-160).
Crime, Training of the Force in the Prevention and Detection of (153).

Crime, Order by Commandant as to cases in which Superior Officers should visit the scene of (154).
 Crime, Report Form (P. 507) to be Amended (155).
 Crime, Statements of Witnesses to be put to the test at the scene of (156).
 Crime, Assistance of Criminal Investigation Department and Experts, such as Government Analyst, to be sought in difficult cases (156).
 Crime, Register of re-convicted criminals to be kept in each Station (144).
 Crime, Quarterly Summary of, to be kept in each station (144 and 157).
 Crime, Quarterly Summary of, to be prepared by C.I.D. (195).
 Criminal Intelligence Branch, Part XXI (192-217).
 C.I.B., Staff (197).
 C.I.B., Duties (193).
 C.I.B., Special Reports on Crime and Criminal Records in (193).
 C.I.B., Political, Communist, Naturalization, Deportation work (196).
 C.I.B., Weakest part of the Force (201).
 C.I.B., Responsibility for the condition of (202).
 Criminal Investigation Department, Formation of (208).
 C.I.D., Duties of (209).
 C.I.D., New staff and Cost of Staff (212).
 C.I.D., Other points which may be noted for new (215).

D

Debtors, detention of at Police Stations (183).
 Defence, Internal, Part IV (21-36).
 Defence Scheme, responsibility of all concerned to be definitely laid down (21-23 and 35).
 Defence scheme, responsibility of Police (23).
 Defence Societies, Secret (31).
 Departmental Inquiries, "Police sense" and experience as investigating officer to be brought to bear on (158).
 Detection of crime (151).
 Detention of convicted and remand prisoners and debtors at Police Stations (183).
 Discharged Prisoners' Aid Society (191).
 District Officers, responsibility of in Defence Scheme (26).
 District Officers in "key" positions (34).
 Districts, size of Northern and Southern to be reduced, Nablus and Beersheba new Police Districts (90).
 District Messengers Corps (114).
 District Officers, co-operation of in preventing crime (143).
 District Commissioners, District Officers, and Police, relations between (250).
 Disturbances, prevention of (142).

E

Education encouraged in Trans-Jordan Frontier Force, good effect of (66).
 Efficiency bar between rank of Assistant Superintendent and Deputy District Superintendent (246).
 El Hammeh, Palestinian Police Post required at (33).
 Examinations to be passed by Probationary Assistant Superintendents (242).
 Expenditure, additional (41).
 Expenditure, unnecessary, of Government funds, check on (220).
 Extraneous duties, Part XIII (109-121).

Extraneous duties in Municipal towns (128).
 Extraneous duties, collection of debts, fines and Court fees (110).
 Extraneous duties, collection of licence fees under the Road Transport Ordinance (112).
 Extraneous duties, telephone operators, work to be done at less cost by civilian staff (117).
 Extraneous duties, clerks and storekeepers, Police not to be employed as (117).
 Extraneous duties, immigration work and prosecuting cases for other Departments (118).
 Extraneous duties, Police not to be employed as warders (119).
 Extraneous duties, if Force relieved of, Palestinian section to be reduced by 179 men (120).

F

Food supply (33).
 Forage allowance, check on (220 and 224).
 Forms and returns, revision of (226).
 Finger Print Bureau (195).
 First Aid to the injured (260).

G

Good Conduct Pay (42 and 220).
 Ghaffirs, village, and supernumerary constables, Part XXVI (258-260).
 Girls' Home in Jerusalem (142).

H

Handbook of Instruction to be issued to every member of the Force (81, 147 and 154).
 Headmen, co-operation of in preventing crime (143).
 Headmen, Part XXV (252-258).
 Headman, Mukhtar at the present time not the best man of the village (252).
 Headman, one of the most important members of the "team" responsible for maintaining law and order (252).
 Headman, manner in which headman of influence could assist the Police (253).
 Headman, how the services of the best man of the village might be secured (254).
 Headman, the stronger his position, the less hope in the village for the agitator from the town (257).
 Headmen, presiding over village Courts, with Council of Elders (257).
 Headmen, instructions to Police, if services of best man in the village obtained (257).
 Health of the Force (261).
 Hebron to be brought into Jerusalem District (34).
 History of the Force (36-38).
 Homicide, Magistrate to hold inquiry at scene in case of (158).
 Housing of the Force, Part XII. (99-109).
 Housing Palestinian Police (99-101).
 Housing of the Force, recommended by 1921 Commission (101).
 Housing of Jew and Arab Police together (104).
 Housing of the Force, scheme proposed (104).
 Housing of the Palestinian Police, effect of (107).
 Housing of the Force, responsibility of the Commandant (108).

I

Identification parades to be held by a British Officer whenever possible (156).

Immigration work at Rosh Pina and Metullah to be done by clerks (119).
 Imprest to be banked by an officer in his official capacity (226).
 Increments to Assistant Superintendents to be increased (246).
 Inspection and Inquiry, Part I (5-7).
 Inspection of Stations and Posts and checking of patrols (87, 93 and 95).
 Inspection of Stations and Posts to be thorough (95).
 Inspections, check of at Headquarters (218 and 223).
 Inspectors, stagnation in promotion and in increment to salary (233 and 248).
 Instruction class at each Station to be held weekly (80, 98, 149 and 154).
 Instruction, courses of, officers to attend (84, 191 and 246).
 Intelligence, collection and communication of, Part XVII (145-150).
 Intelligence, collection and communication of one of the most important duties of a Police officer (145).
 Intelligence, every man in the Police Force to be required to collect and communicate (145).
 Intelligence, training members of the Force to collect and communicate (147).
 Intelligence, Criminal Intelligence Branch, Part XXI (192-217).
 Investigation and detection of crime, Part XVIII (151-160).
 Investigation and detection of crime, one of the main functions of the Police Force (151).
 Investigation of crime left too much to the Palestinian Police (151).
 Investigation of crime, Palestinian Police under the supervision of British Officers (152).
 Investigation of crime by British officers, effect of in the Southern District (153).
 Investigation and detection of crime, training the members of the Force in (153).

J

Jails, prisoners in (185).
 Jails, possible reduction of numbers in (187).
 Jerusalem, British and Palestinian officers in (234).
 Jewish Colonies, protection of (9-21).
 Jews, more required on duty in streets and inquiring into crime in Jerusalem and Haifa Urban Areas (55).
 Jewish Section, no separate, in Police (58).
 Jews in Police, no subsidy by Jewish Agency to be permitted (59).
 Jew or member of any nationality showing intelligence above the average will benefit by it (60).
 Juvenile Courts, separate required in big towns of Jerusalem, Jaffa, Haifa (140).

K

"Key" positions, District Officers in (34).

L

Labelling the population by nationality and religion hinders co-operation (62).
 Lance-Corporal, Promotion course and examination essential for promotion (75).
 Languages, knowledge of essential to a good understanding (62).
 Languages, of different classes, good effect of Police officers being able to speak (64).

Language Allowances to Constables, Lance-Corporals, and Corporals (64-67).
 Language allowances, effect of (67).
 Language allowances, should encourage intelligent men to join the Force (68).
 Language allowances to be non-pensionable, cost in first year (68).
 Languages, knowledge of by officers, examinations to be passed (242).
 Law Reports, publication of (182).
 Legal assistance to Police in important cases (181).
 Legislative and other Councils (227).

M

Magistrates, Co-operation of in preventing crime (143).
 Magistrate to hold inquiry at scene in cases of homicide (158).
 Magistrates, Additional Palestinian required (167).
 Magistrates, British Stipendiary and Inspecting, three needed (170).
 Magistrates, British Stipendiary and Inspecting to have knowledge of Arabic and of the People (172).
 Magistrates, Advice to (174).
 Magistrates, Additional cost of (182).
 Material available for Police work in Palestine (54).
 Military, Responsibility of in dealing with disturbances (27).
 Motor Horns, Unnecessary sounding of (260).
 Municipal Council, Tel Aviv (127).
 Municipal Police, Part XIV (121-128).
 Municipal Police, Distribution of (121).
 Municipal Police, Duties of (122).
 Municipal Police, Rates of Pay drawn by (121).
 Municipal Police, Training and Supervision of (122).
 Municipal Police, Recommendations of Committee of 1927 (123).
 Municipal Police, If incorporated in Palestine Police Force, no local allowances to be granted (125).
 Municipal Towns, Extraneous Duties in (128).
 Municipal Police to be now incorporated in main Palestine Police Force (128).

N

Nablus District Court, Indictable Offences pending in (180).
 Nationalities of Police now serving in the Force (50).
 Nationality, a third nationality in the Force (53).
 Nationalities, proportion of different, in the Force (55).
 Native Town or District, Palestinian Police not to serve in for 10 years (61 and 249).
 Naturalization, applications for referred to Police (199 and 210).
 Notebook, Police, Strong pattern to be issued to every member of the Force (148).
 Notebook, Instruction in keeping of to be given at Training School (148).
 Notebook to be inspected and initialled when man goes off duty and to be examined at Instruction Class and Inspection (148).

O

Office Hours (230).
 Office, appearance of (231).
 Officers to be encouraged to attend Courses of Instruction (84, 191, and 246).

Officers to see as much of their men as possible (98).
 Officers, Part XXIII (232-249).
 Officers, Pay of (232).
 Officers, Superior, all about the same age, result, no promotion (233).
 Officers, Superior, Method of recruitment in the past (233).
 Officers, Proposed recruitment of in the future (240).
 Officers, British and Palestinian in Jerusalem (234).
 Officers, Superior, Recommendations for the future (238).
 Officers, Distribution of (238).
 Officers, Probationary Assistant Superintendents, Examination to be passed by (240).
 Officers, Knowledge of Languages and Examination to be passed by (242).
 Officers, Efficiency Bar between Assistant Superintendent and Deputy District Superintendent (246).
 Officers, Confidential Reports on (246).
 Officers, Annual Increments to Assistant Superintendents to be increased from £P. 10 to £P. 15 (246).
 Officers, to be encouraged to attend new proposed Police College (246).
 Officers, Possibility of transfer to other Colonies if no further chance of promotion in next five years (247).
 Officers, Palestinian, to be frequently moved (249).
 Officers, Outlook for the future (249).
 Order, Maintenance of, at large gatherings (227).
 Orders, Police, Book of, to be issued to each station (81).
 Organization and Control, Part XXII (217-231).
 Organization and Control by Visiting and Inspecting Stations (217).
 Organization and Control at Headquarters (218).
 Organization and Control, Recommendations for the future (223).
 Organization and Control, General control (227).
 "Other Charges," Cost of (47).

P

Palestinian Police not getting the Supervision they need (87, 151 and 152).
 Palestinian Police to be Housed (99).
 Palestinian Section of the Force to be reduced by 179 men if relieved of extraneous duties and thereafter reduced rather than added to till all Trained, well supervised, and housed (120).
 Palestinian Police need supervision of British Officer in investigation of crime (152).
 Palestinian Inspectors, Increments in Grades and number of appointments in each Grade (248).
 Palestinian Officers not to serve in native place if possible (61).
 Parades and Instruction classes to be held regularly (98).
 Patrols, Checking of (93, 95 and 142).
 Pay-sheets, New system suggested (226).
 Petty Offences, Police not to take action in (179).
 Police duties in Palestine, Enough work for the Force in attending to (109).
 Political, Communist, Naturalization, Deportation side of work of C.I.B. (196).
 Prisoners, Detention of, Part XX (183-192).
 Prisoners, Convicted and Remand, and Debtors detained at Police Stations (183).
 Prisons, Number of Prisoners in Jails (185).
 Prisoners, Possible reduction of number of, in Jails and Lock-ups (187).

Prisons Department, Separate from Police when convicted and remand prisoners are out of Police Lock-ups (188).
 Prisons Department, Separated from Police, Effect on Police (190).
 Prisons, Deputy District Superintendent to be responsible to Commandant for administration and supervision of (188).
 Prisons, Expert from England to be asked to report when New Magistrate and Probation system has been working for one year (189).
 Prisons, Reduction of Jail and Lock-up population, Saving in cost (190).
 Prisons Course in England, Officers and Magistrates to be encouraged to attend (191).
 Prisoners Condemned to Death (191).
 Prison Visitors, Discharged Prisoners Aid Society and Social Workers (191).
 Probation Officer, Whole time required (141).
 Probationary Assistant Superintendents, Examination to be passed by (240 and 244).
 Proficiency Pay (45 and 220).
 Promotion Course at Training School, No man to be promoted without going through and passing (75).
 Prosecution of cases in the Courts, Part XIX (160-183).
 Prosecuting cases for Customs, Health, and Forests Departments (119).
 Protecting persons and property, Duties and Powers of Police, Special Constables and Military (23 and 29).
 Public opinion to be against Crime (143).

R

Racial Disturbances, Conduct of Palestinian Police in (51).
 Re-convicted Criminals, enhanced sentences for (143).
 Re-convicted Criminals, Register of in each Station (144).
 Recreation, Means of at out-stations to be provided (83).
 Recruiting poster to be issued (68).
 Recruit, Training in the future (71).
 Reformatory for Boys at Tulkarem (141).
 Refresher Course at Training School for constables in districts (74).
 Remand Home for Girls (142).
 Remand prisoners, Cost of feeding £44 15s. p.a. (182).
 Rent for Married Quarters, Palestinian Police (107).
 Returns and Forms, Revision of (226).
 Reward or Commendation of Police who have done well in collection of information and in prevention and detection of crime (149 and 157).
 Roads required, Safad Area (32).

S

Safety, Public, Maintenance of, Part III (9-21).
 Safety, Public, Maintenance of, Booklet relating to (27).
 Sergeant, Promotion course and examination essential for promotion to (75).
 Special Constabulary Permanent Reserve and Special Police Officers (30-31).
 Staff College for Police (246).
 Statements made to Police being used in proving charge of giving false evidence against witness (176).
 Statements made to Police, access by the defence to (177).
 Stores at Headquarters (48).
 Storekeepers, Police not to be employed as (117).

Strength of the Force (6).
 Sub-Inspectors, Promotion course and examination essential for promotion to (75).
 Sub-District Offices, Abolition of (90).
 Summary of Report (266).
 Supply (49).
 Supervision of the Constable after leaving the Training School (86).
 Supervision, Part XI (86-99).
 Superior Officers, Reason for appointment of in Police Force (86).
 Supervision, Effect of on the Palestinian (87).
 Supervision, Need of in a Police Force to be realized (89).

T

"Team" spirit established in Training School to be continued in districts (83).
 Tel Aviv Municipal Council (127).
 Telephone communication (32).
 Telephone, Nablus to Jiflik required (33).
 Telephone operators, work to be done at less cost by civilian staff (117).
 Telephone Call Boxes at Jerusalem (157).
 Traffic, Regulation and control of (260).
 Training and Instruction of the Force, Part X (69-86).
 Training of Palestinian Police in the past (70).
 Training of the Recruit in the future (71).
 Training School, new site and buildings (74).
 Training School, Officer in charge and Staff, Allowances to Instructors (77).
 Training School, Officer in charge to be directly responsible to Commandant (78).
 Training to be progressive (80).
 Training members of the Force to collect and communicate intelligence (147).

Training members of the Force in investigation and detection of crime (153).
 Transfer of Palestinian Police serving in native place (61 and 249).
 Travelling and Transport, Cost of (47).
 Travelling Claims, Check on (220).
 Travelling Claims, Commuted allowances to be abolished (219 and 223).
 Travelling Claims, suggested system of payment (224).
 Trial of important cases, acceleration of (184).

U

Understanding between the different Races (7-8).
 Uniform, Issue of and question of Kit allowance (48).

V

Vision, Initiative and a Policy by Commandant (228).

W

Warders, Police employed as, to be relieved and duty done by Prison Department (119).
 Warning Notices, Printed (30).
 Warning to Police not to assault persons in custody or witnesses (175).
 Weekly Reports by Officers (97).
 Wireless Communication (32).

Y

Youthful offenders, Method of dealing with (140).

Printed for the use of the Colonial Office.

MIDDLE EAST No. 37.

CONFIDENTIAL.

‘IRAQ

Record of Proceedings of Meetings of the British
and ‘Iraqi Delegations in Baghdad, April—June, 1930,
concerning the proposed new

ANGLO-‘IRAQ TREATY.

ADDENDUM.

At a subsequent private meeting between the Prime Minister and Sir Francis Humphrys, the latter put forward an alternative draft Note as follows :—

“ In view of the close friendship and alliance between our two countries the ‘Iraq Government will normally engage British subjects when in need of the services of foreign officials. Such officials will be selected after consultation between our two Governments. It is understood that this shall not prejudice the freedom of the ‘Iraq Government to engage non-British foreign officials for posts for which suitable British subjects are not available.

“ Nothing in the Treaty shall affect the validity of the contracts concluded and in existence between the ‘Iraq Government and British officials.”

This was accepted by the Prime Minister after a prolonged discussion and it was agreed that the Treaty with Annexure and Notes should be prepared in English and Arabic for signature on the 30th June. Major Young undertook to check the Arabic translation, and the English and Arabic versions were signed by Nuri Pasha and Sir Francis Humphrys as arranged, in the presence of King Ali, who was acting as Regent, and all the members of the two delegations on the 30th June.

Printed for the use of the Colonial Office.

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LIST OF MEETINGS.

	PAGE
1ST MEETING, 3rd April, 1930	3
2ND MEETING, 8th April, 1930	5
3RD MEETING, 15th April, 1930	6
4TH MEETING, 17th April, 1930	10
5TH MEETING, 29th April, 1930	13
6TH MEETING, 1st May, 1930	18
7TH MEETING, 3rd May, 1930	22
8TH MEETING, 5th May, 1930	26
9TH MEETING, 23rd May, 1930	30
10TH MEETING, 2nd June, 1930	34
11TH MEETING, 5th June, 1930	37
12TH MEETING, 9th June, 1930	39
13TH MEETING, 20th June, 1930	44
14TH MEETING, 22nd June, 1930	52
Note of private Meeting, 22nd June, 1930	58

RECORD OF PROCEEDINGS OF MEETINGS OF THE BRITISH AND 'IRAQI DELEGATIONS IN BAGHDAD, APRIL—JUNE, 1930, CONCERNING THE PROPOSED NEW ANGLO-'IRAQ TREATY.

FIRST MEETING.

10.15 A.M. ON 3RD APRIL, 1930.

*Present :—**'Iraqi Delegation.*

H.M. KING FEISAL.

NURI PASHA AL SA'ID.

Sir KINAHAN CORNWALLIS.

RUSTAM BEG HAIDAR (*Secretary*).*British Delegation.*

Sir FRANCIS HUMPHRYS.

Major YOUNG.

Sir FRANCIS HUMPHRYS opened the proceedings by emphasizing the necessity for the strictest secrecy. Nothing would have a worse influence upon the negotiations, upon which both parties were entering in such a friendly spirit and with such high hopes of success, than the premature disclosure to the public of the point of view of either party, especially if it were accompanied by tendentious articles in the Press. He had continually urged His Majesty and the Prime Minister to take steps to put an end to the malignant campaign which had been such an unpleasant feature in the Baghdad Press until quite recently. He welcomed the improvement which had already manifested itself, but he still felt that there was a good deal to be done. At a preliminary informal meeting it had been agreed that nothing whatever should be published except in the form of an agreed *communiqué*, but he noticed that the Prime Minister was reported to have informed a deputation of journalists that he would keep the Press in close touch with the progress of the negotiations.

NURI PASHA undertook to correct this report immediately. He had of course given no such promise, and he fully recognized the necessity of adhering strictly to the agreement which had been reached at the informal meeting.

Sir FRANCIS HUMPHRYS then stated that his instructions were to negotiate the new Treaty on the basis of the proposals for an Anglo-Egyptian settlement. These proposals involved the conclusion of an Alliance between the High Contracting Parties. Was this what the 'Iraqi people desired?

KING FEISAL said that he hesitated to answer this question. For some years now it had been impressed upon himself and his people that the British nation desired only to be quit of their commitments in the Middle East. It was not only in certain organs of the London Press, but also in the utterances of responsible British statesmen that he detected this tendency. What was the use of the 'Iraqi nation saying that they desired an Alliance with the British Empire if there was no prospect of their hopes being realized.

Sir FRANCIS HUMPHRYS reminded him that the declaration made by His Britannic Majesty's Government on the 14th September, 1929, contemplated a treaty framed in a liberal spirit on the basis of the Anglo-Egyptian proposals. Before opening the negotiations, he wished to know whether 'Iraq attached any value to an Alliance. He pointed out that the British people did not lightly enter into military commitments.

KING FEISAL replied that if an Alliance was possible, 'Iraq would, of course, prefer it. If, however, His Britannic Majesty's Government were not prepared to offer an Alliance, 'Iraq would welcome a Treaty of Friendship. The one point to which he and his people attach real importance was that 'Iraq should be completely independent. They could not contemplate any Treaty which infringed this vital principle.

Sir FRANCIS HUMPHRYS asked whether in the opinion of the 'Iraqi delegation the Egyptian Government would, under the Anglo-Egyptian proposals, be completely independent.

KING FEISAL and NURI PASHA both expressed the view that there were certain provisions in the Anglo-Egyptian proposals which were inconsistent with complete independence. Pressed to specify to which provisions they referred, they pointed to proposals 9, 11, and 13 and to the proposed exchange of Notes on the question of Police. Apart from these points, which they regarded as inapplicable in the case of 'Iraq, the Anglo-Egyptian proposals seemed to them a very good basis. There was, however, one point to which they attached importance, and upon which they wished to know the views of His Britannic Majesty's Government. Was it really necessary, as the High Commissioner had indicated at the informal preliminary discussion, that the new Treaty should not come into effect until after the admission of 'Iraq to Membership of the League of Nations? They fully recognized that His Britannic Majesty's Government would do their utmost to secure the admission of 'Iraq in 1932, but what was to happen if they did not succeed? Could it not be understood that, as between His Britannic Majesty's Government and the 'Iraq Government, the relations defined in the new Treaty would definitely be entered upon before the end of 1932? His Britannic Majesty's Government had informed the British officials in the 'Iraq Government that it was their policy progressively to transfer full responsibility to the 'Iraq Government between now and 1932. If this policy were successfully carried out, and they hoped it would be, some new relation must be entered upon in 1932. Why should this not be the new Treaty?

Sir FRANCIS HUMPHRYS explained in detail the objections to this proposal. He emphasized that his instructions made it quite clear that the Treaty was not to come into force until this had been done. Any Treaty that would come into operation before the admission of 'Iraq into the League would have to be of a quasi-mandatory character. He felt that it was useless to discuss any alternative procedure, and he submitted for discussion a draft Preamble based upon his instructions.

KING FEISAL expressed great disappointment, and said that public opinion in 'Iraq would certainly press for the coming into force of the Treaty, if not before 1932, in any case upon a fixed date in that year irrespective of whether 'Iraq had been admitted to Membership of the League. He undertook to study the draft Preamble before the next meeting.

(The meeting broke up at 1.30 p.m.)

SECOND MEETING.

10.15 A.M. ON 8TH APRIL, 1930.

Present :—

'Iraqi Delegation.

H.M. KING FEISAL.

NURI PASHA AL SA'ID.

Sir KINAHAN CORNWALLIS.

RUSTAM BEG HAIDAR (*Secretary*).

British Delegation.

Sir FRANCIS HUMPHRYS.

Major YOUNG.

Sir FRANCIS HUMPHRYS drew the attention of King Feisal and the Prime Minister to certain Press articles which had been published since the last meeting and which appeared to him to contravene the undertakings which had been given to him. He reiterated his previous argument that a friendly atmosphere was essential if the negotiations were to proceed smoothly. He deprecated in particular an article in which contempt was thrown upon the negotiations and the suggestion was made that they were doomed to failure. The same article put forward the very plea which had been advanced by the 'Iraqi delegation at the last meeting that the new Treaty should come into force immediately upon ratification. It was in his opinion essential that this point should be cleared up before the conversations proceeded any further. Not only must it be agreed at that table that the new Treaty could only come into force upon the admission of 'Iraq to Membership of the League of Nations, but a *communiqué* to this effect must be published without delay.

After protracted discussion the 'Iraqi delegation agreed to this procedure, provided that the *communiqué* was drafted in such terms as to show the public that the position of 'Iraq as defined in the new Treaty would be that of a free and independent State. The following *communiqué* was accordingly drafted and issued to the Press after the meeting :—

"The following announcement is made with the full agreement of both parties negotiating for the new Anglo-'Iraq Treaty :—

"(1) The Treaty which is being negotiated will come into force upon the admission of 'Iraq into the League of Nations.

"(2) The position of 'Iraq, as defined in this Treaty, will be that of a free and independent State.

"(3) On the coming into force of the new Treaty the existing treaties and agreements between Great Britain and 'Iraq will automatically come to an end, and the mandate accepted by His Britannic Majesty will automatically terminate."

KING FEISAL then suggested certain additions to the draft Preamble which were designed to explain more fully the successive stages which had led up to the present Treaty.

Sir FRANCIS HUMPHRYS explained that the actual wording of the Preamble was of considerable importance and undertook to consider King Feisal's suggestions before the next meeting. He hoped that it would be found possible to accept them in substance if not in the exact words. He then invited the 'Iraqi Delegation to put forward any proposals they might have to make for draft Articles based upon the Anglo-Egyptian proposals.

KING FEISAL submitted for discussion three draft articles based upon the Anglo-Egyptian proposals 4, 5, and 7 which Sir FRANCIS HUMPHRYS promised to consider before the next meeting. He did not anticipate that there would be any great difficulty in coming to agreement upon their terms. He wished, however, to impress upon the 'Iraqi Delegation that the Treaty must be negotiated as a whole. It must be clearly understood that his agreement to any draft Article was provisional, and conditional upon final agreement being reached on the complete instrument.

(The meeting broke up at 1.30 p.m.)

THIRD MEETING.

10.15 A.M. ON 15TH APRIL, 1930.

*Present :—**'Iraqi Delegation.*

H.M. KING FEISAL.

NURI PASHA AL SA'ID.

JA'FAR PASHA AL ASKARI.

Sir KINAHAN CORNWALLIS.

RUSTAM BEG HAIDAR (*Secretary*).*British Delegation.*

Sir FRANCIS HUMPHRYS.

Major YOUNG.

Mr. STURGES (*Secretary*).

Sir FRANCIS HUMPHRYS welcomed Ja'far Pasha al Askari and introduced Mr. Sturges, who would act as Secretary to the British Delegation. He said that he had considered the additions to the draft Preamble which had been proposed by King Feisal at the last meeting and had incorporated them, with certain amendments, in a third draft, which he submitted for discussion. He asked whether the third recital was really necessary, as the ground seemed to him to be covered by the fourth.

KING FEISAL preferred that it should be retained.

NURI PASHA asked whether it would not be possible to incorporate the words "complete independence" somewhere in the Preamble on the analogy of the Anglo-Nejd Treaty.

Sir FRANCIS HUMPHRYS pointed out that the words "on terms of complete freedom and equality," which seemed adequate, already appeared in the draft; moreover, the phrase "completely independent sovereigns" would be unusual and unsuitable.

JA'FAR PASHA considered the point to be of some importance as public opinion would not be satisfied without the inclusion of the term "complete independence," especially as this had been conceded in the case of Nejd. He asked whether the complete independence of 'Iraq could not be definitely recognized by a separate article in the body of the Treaty, as in the case of the Nejd Treaty.

NURI PASHA finally proposed that the phrase in the Preamble "complete freedom and equality" should be amended to read "complete freedom, equality, and independence." He pointed out that in the Arabic, since the adjective follows the noun it qualified, the words "complete" and "independence" would be adjacent.

Sir FRANCIS HUMPHRYS said that he would be prepared to put forward this suggestion.

KING FEISAL then demurred to the omission from the draft of a sentence which he had inserted in his own draft, to the effect that His Britannic Majesty was satisfied that 'Iraq's progress was sufficient to qualify her for admission to the League in 1932.

Sir FRANCIS HUMPHRYS thought it unnecessary to go beyond the words of His Britannic Majesty's Government's announcement of policy of the 14th September, 1929, which were quoted in his draft.

KING FEISAL finally concurred, and the draft Preamble with the one amendment proposed by Nuri Pasha, was accepted as an agreed draft.

Sir FRANCIS HUMPHRYS pointed out that it would be necessary for the draft to be examined by legal experts in London who might propose additions or amendments. He undertook to telegraph the draft to London at once.

The two draft articles based upon Anglo-Egyptian proposals 4 and 5 which had been submitted by King Feisal at the previous meeting were then discussed.

KING FEISAL explained that he had not based any draft upon Proposal 1, since he regarded it as inapplicable in the case of 'Iraq. There was, in his opinion, no question of the presence in 'Iraq of British forces under existing treaties being regarded as a military occupation.

Sir FRANCIS HUMPHRYS concurred. He said that he had carefully considered King Feisal's two drafts. He noticed that there was no draft based upon Proposal 2, though the provisions of this proposal had been included in substance by King Feisal in his own two drafts. He submitted three draft articles corresponding very closely with King Feisal's own suggestions, but based more nearly upon Anglo-Egyptian Proposals 2, 4, and 5.

KING FEISAL accepted these three draft articles, which ran as follows :—

Article A.

"There shall be perpetual peace and friendship between His Britannic Majesty and His Majesty the King of 'Iraq. There shall be established between the High Contracting Parties a close Alliance in consecration of their friendship, their cordial understanding, and good relations."

Article B.

"Should any dispute between 'Iraq and a third State produce a situation which involves the risk of a rupture with that State, the High Contracting Parties will concert together with a view to the settlement of the said dispute by peaceful means in accordance with the provisions of the Covenant of the League of Nations and of any other international obligations which may be applicable to the case."

Article C.

"There shall be full and frank consultation between the High Contracting Parties in all matters of foreign policy which may affect their common interests. Each of the High Contracting Parties undertakes not to adopt in foreign countries an attitude which is inconsistent with the Alliance or might create difficulties for the other party thereto."

Sir FRANCIS HUMPHRYS then turned to the draft article based by King Feisal upon Proposal 7, which ran as follows :—

Article D.

"Should, notwithstanding the provisions of paragraph — above, either of the High Contracting Parties become engaged in war, the other High Contracting Party will immediately come to his aid on the lines which will be laid down later on between the respective military bodies, and that in the capacity of an Ally. In particular, in the event of war or menace of war against 'Iraq, His Majesty the King of 'Iraq will furnish to His Britannic Majesty on 'Iraq territory all the facilities and assistance in his power, including the use of the railways and ports and aerodromes for military transport."

He made it clear that it would be necessary for him to refer to his Government for instructions and that he had no authority to accept this draft article. He suggested, however, that King Feisal's draft might be improved upon. For example the draft suggested that the obligation of the King of 'Iraq to provide facilities, etc., for His Britannic Majesty in 'Iraq was limited to circumstances in which war was declared or threatened against 'Iraq.

KING FEISAL agreed to alter this and asked that an amended draft might be referred to His Britannic Majesty's Government. The following is the text of the draft :—

Article D.

"Should, notwithstanding the provisions of Article — above, His Majesty the King of 'Iraq become engaged in war or be menaced with war, His Britannic Majesty will, subject always to the provisions of Article — below, immediately come to his aid in the capacity of an Ally. Similarly,

should His Britannic Majesty become engaged in war or be menaced with war, His Majesty the King of 'Iraq will furnish to His Britannic Majesty on 'Iraq territory all the facilities and assistance in his power, including the use of the railways, rivers, ports, aerodromes, and means of communication."

Sir FRANCIS HUMPHRYS then produced two draft articles corresponding to Proposals 14 and 15, and two additional draft articles dealing with ratification, the period of the Treaty, the cancellation of existing treaties and agreements and the language of the Treaty.

KING FEISAL and the other 'Iraq delegates accepted all four drafts, of which the texts were as follows:—

Article E.

"Nothing in the present Treaty is intended to or shall in any way prejudice the rights and obligations which devolve, or may devolve, upon either of the High Contracting Parties under the Covenant of the League of Nations or the Treaty for the Renunciation of War signed at Paris on the 27th of August, 1928."

Article F.

"Should any difference arise relative to the application or the interpretation of this Treaty, and should the High Contracting Parties fail to settle such difference by direct negotiation, then it shall be dealt with in accordance with the provisions of the Covenant of the League of Nations."

Article G.

"This Treaty shall be ratified, and the ratifications shall be exchanged as soon as possible. Thereafter it shall come into force as soon as 'Iraq has been admitted to Membership of the League of Nations."

"At any time after the expiration of twenty-five years from the coming into force of this Treaty, such modification of its terms as may be deemed appropriate in the circumstances as they then exist may be made by agreement between the High Contracting Parties."

Article H.

"This Treaty shall replace the Treaties of Alliance signed at Baghdad on the 10th day of October, 1922, corresponding with the 19th day of Sa'far, 1341, Hijrah, and on the 13th day of January, 1926, corresponding with the 28th day of Jamadi-al-Ukhra, 1344, Hijrah, and the subsidiary agreements thereto, which shall cease to have effect upon the entry into force of this Treaty. It shall be executed in duplicate, in the English and Arabic languages, of which the former shall be regarded as the authoritative version."

Sir FRANCIS HUMPHRYS pointed out that there remained Nos. 6, 8, 9, 10, 11, 12, and 13 of the Egyptian Proposals, and before making any suggestions on the points raised therein he would like to know the views of the 'Iraq Delegation.

KING FEISAL considered that Proposal 6 was inapplicable in the present case and need not be discussed at all.

Sir FRANCIS HUMPHRYS said that he would reserve his comments to a later stage.

NURI PASHA and JA'FAR PASHA referring to Proposal 8 said that, while they would have preferred to omit from the Treaty a provision binding the 'Iraq Government to employ no foreign military instructors but British, they of course accepted the principle and would be prepared to agree to its inclusion in the Treaty if His Britannic Majesty's Government thought it necessary.

NURI PASHA said in regard to Proposal 9 that the 'Iraq Government were prepared to grant every facility for civil aircraft in 'Iraq, and would like to know what facilities His Britannic Majesty's Government would desire for the passage of service aircraft.

Sir FRANCIS HUMPHRYS repeated that before making any suggestion he wished to know the point of view of the 'Iraq Government.

NURI PASHA then asked King Feisal's permission to make a statement, but His Majesty insisted on awaiting the views of His Britannic Majesty's Government.

KING FEISAL then turned to Proposal 10 regarding the employment of foreign officials, and produced a draft provision whereby the 'Iraq Government agreed to appoint British officials as a general rule, but reserved the right to appoint other foreigners. He pointed out that the 'Iraq Government already had this right under the existing Treaty, provided that the concurrence of the High Commissioner was obtained. He would prefer that this matter should be dealt with by an exchange of Notes rather than in the text of the Treaty, and suggested that this course would avoid complications with the League of Nations.

Sir FRANCIS HUMPHRYS reserved his comments on Proposal 10 and said that discussion of Proposal 11 might be postponed pending the result of the negotiations regarding the Judicial Agreement.

NURI PASHA, referring to Proposal 12, said that the 'Iraq Delegation considered that the British representative in 'Iraq should take precedence of all other foreign representatives.

Sir FRANCIS HUMPHRYS asked how the 'Iraq Government proposed that this could be effected.

KING FEISAL said that there should be a mutual right to appoint Ambassadors, but he agreed not to use it himself without the further concurrence of His Majesty's Government. If necessary he would agree to a letter being written saying that for reasons of economy the 'Iraq Government would not appoint an Ambassador in London for the present. He asked, however, whether it would be possible for the 'Iraq Government to refuse to accept Ambassadors from other countries without offending them. He and the other 'Iraq delegates were prepared to leave this question to the discretion of His Britannic Majesty's Government.

Sir FRANCIS HUMPHRYS suggested that this question should be reserved for future discussion.

(The meeting broke up at 1.30 p.m.)

FOURTH MEETING.

10.15 A.M. ON 17TH APRIL, 1930.

*Present :—**'Iraqi Delegation.*

H.M. KING FEISAL.
 NURI PASHA AL SA'ID.
 JA'FAR PASHA AL ASKARI.
 SIR KINAHAN CORNWALLIS.
 RUSTAM BEG HAIDAR (*Secretary*).

British Delegation.

Sir FRANCIS HUMPHRYS.
 Major YOUNG.
 Mr. STURGES (*Secretary*).

Sir FRANCIS HUMPHRYS said that the articles remaining to be discussed concerned measures whereby the alliance could be implemented. The British people could not undertake commitments without making arrangements to carry out their undertakings. His Britannic Majesty's Government's proposals were drafted to this end in order that the experiment of making 'Iraq an independent member of the League might be successful and set an example for another Arab State to follow. He then produced a draft article corresponding to number 8 of the Egyptian proposals with an additional sentence.

NURI PASHA queried the inclusion in the draft of the word "equipment." Some of the 'Iraq army equipment was already different from the British, and it might be possible to find cheaper equipment or equipment more adapted to local conditions. He agreed that it was important to use the same type of armament.

Sir FRANCIS HUMPHRYS said the object was to facilitate the co-operation between 'Iraq and British forces by making possible an exchange of equipment as, for example, pack saddles.

KING FEISAL queried the obligation to send all 'Iraqi officers, who were to be trained abroad, to England. He pointed out that for many years they had asked to be allowed to send officers to the staff colleges at Camberley and Quetta, but permission has always been refused. Where then could they obtain staff training for their senior officers?

JA'FAR PASHA said that in the past Turkish officers were trained in the Berlin staff college and Afghan officers at Constantinople, and he had seen French officers at Camberley.

KING FEISAL said that he would like the draft amended in such a way as to make an exception in the case of any training institution to which His Britannic Majesty's Government refused to admit 'Iraqi officers. As to the question of equipment they would examine the matter further.

Sir FRANCIS HUMPHRYS then produced a draft article which, with an appendix attached to it but not to be included in the body of the Treaty, would cover the military provisions and take the place of the existing military agreement. He also produced draft provisions to be included in the Appendix.

NURI PASHA observed that the draft article appeared to go considerably beyond the Egyptian proposals in that it authorized His Britannic Majesty's Government to station troops anywhere in 'Iraq, whereas in the case of Egypt occupation was limited to a specified zone.

Sir FRANCIS HUMPHRYS pointed out that the appendix provided that the British forces should be stationed at or near Mosul, Hinaidi, and Basra only.

NURI PASHA asked whether the ground forces would be local or British.

Sir FRANCIS HUMPHRYS replied that it was proposed that they should remain as at present.

NURI PASHA pointed out that the Egyptian proposals did not contemplate the raising of local forces by His Britannic Majesty's Government. The proposal appeared to involve the permanent occupation of the whole country by His Britannic Majesty's Government's forces.

Sir FRANCIS HUMPHRYS said that the presence of one squadron of British aeroplanes at Mosul could not be called occupation. One squadron he admitted could not withstand a Turkish invasion, but it would maintain an aerodrome and ground forces—all the machinery which would enable the station to be rapidly reinforced. Not only that, the very presence of the squadron at Mosul would have a stabilizing effect both internally and on disorderly elements across the Turkish frontier.

KING FEISAL said they had hoped that the conclusion of the Treaty would itself have guaranteed the security of Great Britain's communications through 'Iraq. They did not expect His Britannic Majesty's Government to consider 'Iraq to be unable to protect herself. If there was no security in 'Iraq, if they could not protect themselves temporarily from attack—no country in the world could claim to be able to resist permanently attacks from any quarter without help—they were deceiving themselves and the League, and it was no use having a Treaty at all.

Sir FRANCIS HUMPHRYS said that both Egypt and 'Iraq had valuable assets coveted by others. Neither could stand alone for six months. Great Britain were now offering them an Alliance and at the same time recognition of their independence. In order to protect 'Iraq from attack, certain measures had been devised by the chiefs of the British services and framed in a manner least wounding to 'Iraq's *amour-propre*. If these measures were considered to qualify 'Iraq's complete independence—who is independent nowadays? Surely independence on these terms which were offered as by one friend to another was better than the alternative of insecurity and instability?

KING FEISAL admitted that 'Iraq could not defend herself without His Britannic Majesty's Government's help, but he considered that the moral support of an alliance with Great Britain was sufficient to protect 'Iraq from attack. It was not by means of one or two British squadrons at Mosul that 'Iraq would be protected from attack but by the knowledge that all the resources of the British Empire were behind 'Iraq. The presence of British troops at Mosul, Hinaidi, and Basra would give the impression to all the world that 'Iraq was in British occupation. 'Iraq did not ask to be an occupied territory but an ally.

Sir FRANCIS HUMPHRYS emphasized that Great Britain must be sure of being able to fulfil her obligations. If there were no ground organization in 'Iraq it would be impossible for the British air forces to protect 'Iraq.

NURI PASHA said that if what was required was merely ground organization, aerodromes, stores, etc., let 'Iraq supply them. They would maintain aerodromes not only at Mosul, Hinaidi, and Basra, but at all other important places. They would provide whatever His Britannic Majesty's Government asked for. British aeroplanes when passing to and fro across 'Iraq territory could visit these aerodromes when they wished. They could be inspected by members of the British military mission. If British air forces were needed they could fly from Koweit or Trans-Jordan to any part of 'Iraq in a day, and wars did not break out without some warning. The alternative proposed by His Britannic Majesty's Government was wounding to 'Iraq's *amour-propre*. What country would agree to permanent occupation by the forces of another—the twenty-five years' article enables His Britannic Majesty's Government to insist on continuing the occupation if they wished—and maintain their self-respect? Moreover, he considered that the presence of British forces in the country would militate against the preservation of friendly relations between Great Britain and 'Iraq which he considered more important than anything else. The presence of British troops would involve the question of ground forces—consisting of 'Iraqis who would be subject to British military law—next they would require intelligence officers; there would be differences of opinion about military requirements and about the command of combined forces, etc. One thing would lead to another. All this could be avoided if his proposal was adopted.

Sir FRANCIS HUMPHRYS said it was impossible for 'Iraq to provide the necessary ground organization. The 'Iraq Air Force did not yet exist. It was inconceivable that His Britannic Majesty's Government should pitchfork their forces into 'Iraq without ensuring that an organization existed to receive them. He also pointed out the advantage to the training of the young 'Iraq Air Force of having British air units in the country. In any case the presence of British forces was considered essential to implement the Alliance. Without an alliance the League would demand other safeguards. International interests would demand assurance of security before sinking money in the country.

JA'FAR PASHA suggested that the fact that international concerns had interests in the country would cause their respective Governments to protect 'Iraq's integrity.

Sir FRANCIS HUMPHRYS pointed out that such concerns did not mind who they paid royalties to so long as they got security.

KING FEISAL said he could appreciate the argument about internal security, but he could not understand why the League should require any guarantee for the defence of 'Iraq from external attack. Denmark, Poland, Rumania, Persia, Abyssinia could none of them defend themselves but they are all members of the League. China had been attacked but remained a member. In any case 'Iraq was not threatened by any of her neighbours.

NURI PASHA reverted to his proposal and urged that the presence of British troops in 'Iraq was inconsistent with the spirit of the Treaty.

Sir FRANCIS HUMPHRYS said that if this provision was dropped the whole Alliance must also be dropped for one was the counterpart of the other.

NURI PASHA asked whether in that case His Britannic Majesty's Government's undertaking to recommend 'Iraq's candidature to the League would hold good.

Sir FRANCIS HUMPHRYS replied in the affirmative, but added that a different form of Treaty would then be required. He repeated that these proposals had been very carefully thought out. Many, especially the French, would condemn them as going too far, but Great Britain wanted to give a lead to the French. People would say that 'Iraq had got more in ten years than Egypt had in forty-five.

KING FEISAL said that the twenty-five years' period seemed to him a very long one. Suppose the 'Iraq army or air force became strong enough to guarantee the strength of 'Iraq in four or five years, must they still submit to this British occupation for twenty-five years? Supposing the 'Iraq air force agreed to employ any number of British officers thought necessary, could not they replace the British forces in time? How soon did Sir Francis think the 'Iraq Air Force would become efficient?

Sir FRANCIS HUMPHRYS said this depended on money and adaptability. An air force was extremely expensive. Frankly he thought it impossible that 'Iraq could ensure her own protection with her own forces unassisted within the period stipulated.

KING FEISAL said they would consider the proposals further and give their views at the next meeting, but he would like to see all the remaining proposals in order to see exactly what 'Iraq would receive in return.

Sir FRANCIS HUMPHRYS said he had no other proposals to discuss at present, and he would prefer to await the views of the 'Iraq delegation.

(The meeting broke up at 1.30 p.m.)

FIFTH MEETING.

10.15 A.M. ON 29TH APRIL, 1930.

Present :—

'Iraqi Delegation.

H.M. KING FEISAL.
NURI PASHA AL SA'ID.
JA'FAR PASHA AL ASKARI.
Sir KINAHAN CORNWALLIS.
RUSTAM BEG HAIDAR (*Secretary*).

British Delegation.

Sir FRANCIS HUMPHRYS.
Major YOUNG.
Mr. STURGES (*Secretary*).

Sir FRANCIS HUMPHRYS said that the draft article corresponding to No. 7 of the Egyptian proposals which he had telegraphed to London at King Feisal's request had been slightly amended by the experts in London. The amended draft was as follows :—

"Should, notwithstanding the provisions of Article — above, either of the High Contracting Parties become engaged in war, the other High Contracting Party will, subject always to the provisions of Article — below, immediately come to his aid in the capacity of an Ally. In the event of an imminent menace of war the High Contracting Parties will immediately concert together the necessary measures of defence. In particular, His Majesty the King of 'Iraq will, in the event of war or the imminent menace of war, furnish to His Britannic Majesty on 'Iraq territory all facilities and assistance in his power, including the use of railways, rivers, ports, aerodromes, and means of communication."

This was left with the 'Iraq delegation for translation and examination.

KING FEISAL then said that the 'Iraq delegates had considered the proposals of His Britannic Majesty's Government put forward at the last meeting. They felt that if His Britannic Majesty's Government really intended to make another Suez canal of the air-line to India and to establish a permanent British occupation of 'Iraq, it would be better for them frankly to declare 'Iraq to be a Protectorate and to abandon the proposed Treaty of Alliance. If the 'Iraq delegates agreed to incorporate the British proposals in the Treaty of Alliance they feared that they would be agreeing ultimately to the establishment of a Protectorate. The interests of foreign governments in 'Iraq were likely to increase and consequently additional reasons would be produced for the continuance of the British occupation. They felt that they must choose now between the following alternatives. Either they must give up their idea of independence, devote themselves entirely to internal development, and leave the defence of the country to His Britannic Majesty's Government—and there was no other foreign government so well fitted to undertake it; or they must ensure here and now that they were obtaining real independence and were not merely perpetuating, in the guise of a Treaty, the protectorate that had hitherto been disguised as a mandate.

Sir FRANCIS HUMPHRYS said that it was essential to face facts. Could King Feisal find a single unbiassed person to maintain that 'Iraq would be able to defend herself with her own forces in 1932 or for a long period afterwards.

KING FEISAL asked whether any country in the world could guarantee to defend itself from attack unaided.

Sir FRANCIS HUMPHRYS argued that the case of 'Iraq was different from that of the old-established States. Mosul had only recently been awarded to 'Iraq. This province had since been shown to be rich in oil. Turkey's financial position was not far from bankruptcy. Naturally Turkey coveted Mosul. His Britannic Majesty's Government had no intention whatever of establishing a Protectorate over 'Iraq; they did, however, wish to find a way of securing the integrity of a country which they themselves had largely helped to call into existence and they thought that this could be done by means of an Alliance on the lines they had proposed.

KING FEISAL said that he had always wanted an alliance, but he had not anticipated that it would mean British garrisons in 'Iraq in peace time, and he could see no need for them. There was no danger of attack from Turkey or Persia for several years, during which 'Iraq could be developing her own defences. In any case His Britannic Majesty's Government would protect 'Iraq against Turkey not by sending troops to Zakho but by threatening Turkey by sea. Royal Air Force Squadrons at Mosul would have no more than moral effect.

Sir FRANCIS HUMPHRYS remarked that His Majesty's views appeared to differ from those held by responsible military authorities in London. He also suggested that King Feisal was overlooking His Britannic Majesty's Government's own interests in the protection of their line of imperial air communications. His Britannic Majesty's Government considered that their interests were entitled to some consideration from 'Iraq in view of past history. He asked how King Feisal suggested that these interests should be safeguarded.

KING FEISAL cordially agreed and replied that they would in his opinion best be safeguarded by the existence of permanent friendly relations between Great Britain and 'Iraq and by an agreement whereby the 'Iraq Government would undertake to keep open the air route in time of peace and to place it at the disposal of His Britannic Majesty's Government in time of war. Did His Britannic Majesty's Government doubt their friendship?

Sir FRANCIS HUMPHRYS said it was not their friendship which was in question but their ability to discharge an obligation, the importance and difficulties of which they were clearly underrating.

KING FEISAL said that if they had not this ability it was useless to have a Treaty at all.

NURI PASHA then put forward a proposal that he had already put forward unofficially in conversation with Sir Francis Humphrys and Major Young. As His Britannic Majesty's Government appeared for some reason to attach great importance to British forces remaining in the country, the 'Iraq Government would concede to His Britannic Majesty's Government the right to retain air forces temporarily at Shaibah (and would grant them every facility in time of peace for manoeuvres, training flights, etc., all over 'Iraq). At the same time aerodromes with the necessary ground organization required by His Britannic Majesty's Government would be maintained by the 'Iraq Government all over the country. It would be difficult to convince the public that the occupation of Shaibah was consistent with the Preamble to the Treaty, but if it was arranged by an exchange of notes only and if Mosul and Hinaidi were evacuated on the entry of 'Iraq into the League, they would be prepared to take the responsibility.

Sir FRANCIS HUMPHRYS enquired for what period Nuri Pasha proposed that His Britannic Majesty's Government should be permitted to retain forces at Shaibah.

NURI PASHA suggested until 1936, but added that this would be a matter for discussion with His Britannic Majesty's Government.

Sir FRANCIS HUMPHRYS observed that Nuri Pasha had receded considerably from the proposals which he had put to him privately. These were that the 'Iraq Government would in fact require British Air Forces to remain at Mosul and Hinaidi for some time after 'Iraq's entry into the League, though this would not be stated in the Treaty, and that, if His Britannic Majesty's Government desired, they could retain forces at Shaibah for the duration of the Treaty.

NURI PASHA said that there must have been some misunderstanding.* As regards the period of the occupation of Shaibah, he had not attached great importance to the precise number of years on which he had thought agreement could

* In fact, there could not have been any misunderstanding on this point.

be reached without difficulty. He had, however, never contemplated British forces remaining at Mosul and Hinaidi after the entry of 'Iraq into the League. He had in his mind the idea that 'Iraq would have formed one air squadron by 1932 which could be divided between Mosul and Hinaidi. He had been wondering where it could be stationed in the meantime and whether it might not take over Mosul and Hinaidi before 1932.

Sir FRANCIS HUMPHRYS said that such a proposal could not be taken seriously. Had the 'Iraq Government any real expectation of being able to garrison Mosul and Hinaidi with air forces by 1932?

JA'FAR PASHA said that this was the scheme on which they were working. The idea was to have a squadron which would consist of three flights of three machines each. They had five trained pilots; five more would be trained in six months' time. With the help of the British officers to be employed they expected to form one squadron by 1932, and a second two or three years later.

Sir FRANCIS HUMPHRYS enquired whether it was agreed that the defence of 'Iraq lay primarily in the air.

KING FEISAL replied that the 'Iraq military experts ridiculed the idea that 'Iraq could be protected from invasion by air forces alone.

JA'FAR PASHA agreed. He referred to the inability of the Royal Air Force to deal with Kurdistan until ground forces were employed.

Sir FRANCIS HUMPHRYS agreed that ground forces were also necessary, but argued that if the main defence of 'Iraq was not in the air, His Britannic Majesty's Government would never have withdrawn all their ground forces from 'Iraq while they were still unquestionably responsible for the defence of the country.

KING FEISAL said he regarded air defence as of secondary importance. Great Britain's chief means of protecting 'Iraq would be by threatening Turkey with her Fleet.

Sir FRANCIS HUMPHRYS asked what would happen in the case of an attack on 'Iraq by Turkey, with Russia's help. Could nine 'Iraq machines keep out this combination?

KING FEISAL said that this would at once involve India. In any case, could the Royal Air Force keep out the Russians?

Sir FRANCIS HUMPHRYS said that this was a matter for the experts in London to decide.

KING FEISAL replied that his contention was, that in time of peace no British forces were necessary in 'Iraq. In 1932, there would be an 'Iraqi air squadron, which would be useful for purposes of internal security—not for defence. If 'Iraq required defending in time of war, Great Britain could do it best with her Fleet. It had been suggested by Sir Henry Dobbs that no regular army was necessary, only a militia, as the League would be compelled to protect 'Iraq from aggression. In any case, the important thing was to avoid a disguised protectorate and to establish permanent friendship.

Sir FRANCIS HUMPHRYS enquired whether, supposing no agreement could be reached as to the terms of the Alliance, King Feisal would prefer there to be no Alliance.

KING FEISAL replied in the affirmative, as otherwise there would be constant friction between the two Governments.

JA'FAR PASHA concurred. The general feeling was, he said, that there should be a genuine treaty or nothing; a circumscribed independence was useless.

KING FEISAL suggested that a solution might be found by tackling the problem of transfer of responsibility in the air in the same way as had been done in the case of the military forces. In 1932 there would be one 'Iraqi air squadron, and a few years later, a second. They felt that, in the absence of any threat of attack from Turkey or Persia, one squadron could take over Mosul and Hinaidi. In the meantime, British forces could remain in support at Shaibah for a period to be defined, not because the 'Iraq Government thought them necessary, but as a concession to His Britannic Majesty's Government.

Sir FRANCIS HUMPHRYS enquired whether he was to inform his Government that King Feisal and his military advisers considered that one 'Iraqi air squadron of nine machines, together with such 'Iraqi ground forces as might by that time be in existence, would be sufficient for the defence of 'Iraq in 1932.

NURI PASHA suggested rather that he should tell His Britannic Majesty's Government that the 'Iraq Government considered the Alliance clause to be worth any number of aeroplanes; that, whereas they did not consider that the presence of any British air forces was necessary in time of peace, they agreed, if His Britannic Majesty's Government insisted, to the Royal Air Force remaining at Shaibah; that the 'Iraq Government would maintain aerodromes with all the necessary ground organization all over the country for the use of the Royal Air Force and that the latter could always participate in 'Iraq manoeuvres in the north and elsewhere as they wished.

Sir FRANCIS HUMPHRYS called attention to the emendation that had been made in London to the draft article corresponding to Proposal 7. The emendation was necessary because if there was a threat of war and His Britannic Majesty's Government began to bring troops into the country, the League might object that this action was provocative. This was a further reason why it was necessary that British forces shall be already on the spot.

NURI PASHA maintained that his proposal met this point.

Sir FRANCIS HUMPHRYS asked again if it was in fact the considered opinion of King Feisal and his military advisers that in time of peace there was no need for any British forces to remain in the country.

KING FEISAL said this was so, and NURI PASHA and JA'FAR PASHA concurred. King Feisal added, however, that they were prepared to agree to British forces remaining at Shaibah.

Sir FRANCIS HUMPHRYS asked whether they intended that the Alliance should lapse on the evacuation of Shaibah.

NURI PASHA said that the period of the occupation of Shaibah was relatively unimportant. They were prepared to concede the occupation of Shaibah because the 'Iraq air force would not be ready to take it over for some time, and also there was the question of avoiding provocation to which Sir Francis Humphrys had referred.

Sir FRANCIS HUMPHRYS suggested that there was also the question of the protection of Imperial air communications and interests in the Persian Gulf.

KING FEISAL said that they recognized that Great Britain had interests in the Persian Gulf, but could not those interests be safeguarded without prejudice to 'Iraq's independence? The real question was—did His Britannic Majesty's Government desire to retain air forces at Shaibah until the 'Iraq air force was strong enough to take it over, or did they require to keep British air forces there indefinitely in their own interests? If the latter was the case, would it not be better to admit it frankly and the 'Iraq Government might then grant His Britannic Majesty's Government a permanent lease of land at Shaibah once and for all?

NURI PASHA argued that if His Britannic Majesty's Government claimed that they must keep air forces at Shaibah on the ground that the 'Iraq air force was not strong enough, it was natural that the 'Iraq Government should limit the period to that within which the 'Iraq air force could be developed. If, however, His Britannic Majesty's Government wanted a permanent air base at Shaibah to protect their own interests in the Gulf, let them say so and they would see what could be done.

Sir FRANCIS HUMPHRYS said that this proposal was helpful so far as Shaibah was concerned, provided, of course, that the Shaibah base included a seaplane base on the river, as had always been contemplated by His Britannic Majesty's Government.

NURI PASHA did not demur to the seaplane base. He suggested that the period of the Treaty might be divided into two or three parts and that the possibility of the termination of the occupation of Shaibah could be considered at successive stages. Similarly, if necessary, the Treaty could be extended by short periods.

KING FEISAL considered that in any case it was useless to discuss Mosul or Hinaidi. Only Shaibah, or the south, was in question. There were British interests in that region which required consideration. As to Mosul and Hinaidi, they are prepared to develop their own air force as rapidly as possible to the extent, if necessary, of employing British personnel as well as buying British machines, and also of placing them under the executive command of a British officer, but he could never agree to the Royal Air Force remaining at Mosul or Baghdad.

Sir FRANCIS HUMPHRYS asked if he should telegraph this to London; he made it clear that there was not the smallest prospect of His Britannic Majesty's Government accepting this view, and said that he feared that King Feisal was making the mistake of placing sentiment before security.

KING FEISAL said that he had not lost hope of a successful issue to the negotiations, and asked that they might dispose of all the remaining articles while they were awaiting a reply from His Britannic Majesty's Government on this question, which might, if necessary, be settled later in London.

Sir FRANCIS HUMPHRYS pointed out that all the articles hung together and depended on each other. He agreed, however, to continue discussion of the remaining articles as King Feisal wished it.

(The meeting broke up at 2 p.m.)

SIXTH MEETING.

10.15 A.M. ON 1ST MAY, 1930.

*Present :—**'Iraqi Delegation.*

H.M. KING FEISAL.
 NURI PASHA AL SA'ID.
 JA'FAR PASHA AL ASKARI.
 Sir K. CORNWALLIS.
 RUSTAM BEG HAIDAR (*Secretary*).

British Delegation.

Sir FRANCIS HUMPHRYS.
 Major YOUNG.
 Mr. STURGES (*Secretary*).

Sir FRANCIS HUMPHRYS said that he wished first of all to emphasize the importance of disposing as soon as possible of the question of the new Judicial Agreement. If there was any hitch over that Agreement, it would mean that something on the lines of No. 11 of the Egyptian proposals must be included in the Treaty—which, he understood, the 'Iraq Government wished to avoid. He had proposed a few amendments to the draft prepared by the Committee, and had explained them to the Prime Minister on the previous day. He would like to know whether he could now send the draft Agreement to London for approval.

NURI PASHA said that he had not had time to have the first draft translated into Arabic, and asked that they might be allowed a few days in which to consider it.

Sir FRANCIS HUMPHRYS said, that in view of the urgency of the matter, he would have preferred to receive the Prime Minister's views at once.

KING FEISAL promised that they would give their views at the next meeting on 3rd May.

Sir FRANCIS HUMPHRYS raised the question of the exclusion from the final draft of the Agreement of Articles 5 and 7 of the Colonial Office draft. He understood that this had been done at the request of the 'Iraq representatives, but he was afraid that it might cause difficulties and delay.

NURI PASHA explained that, as regards Article 5, under existing conditions, no law could be introduced until the High Commissioner had had an opportunity of expressing his opinion. Surely this should satisfy foreign powers. They were prepared to give a separate assurance to the League for the period after 1932. As regards Article 7, it was superfluous, because the measures contemplated therein would already have been taken before the Agreement came into force.

Sir FRANCIS HUMPHRYS said that there would be many people ready to pick holes in the Agreement, and as Article 7 accorded with the wishes and intentions of the 'Iraq Government, he could see no point in leaving it out.

NURI PASHA agreed that it was of no great importance and suggested that Article 7 should be left in the draft for the present and that if and when the measures contemplated in the Article were actually carried out the Article could then be erased.

Sir FRANCIS HUMPHRYS raised no objection to this proposal, but said that he would await the final views of the 'Iraq Government on the draft Agreement at the next meeting.

KING FEISAL then suggested that they should consider the remaining articles of the Treaty.

Sir FRANCIS HUMPHRYS asked for His Majesty's views on the subject of No. 12 of the Egyptian proposals regarding representation.

KING FEISAL said that they considered that the British representative in 'Iraq should be senior to all other foreign representatives. He was ready to leave it to His Britannic Majesty's Government to arrange how this should be done, as they thought best. The 'Iraq Government were quite ready to adopt any arrangement that might be reached between His Britannic Majesty's Government and Egypt, for instance.

Sir FRANCIS HUMPHRYS asked whether King Feisal would refuse to accept a foreign representative of higher status than the British representative.

KING FEISAL said, that in existing circumstances, he would certainly refuse, but that he could not bind himself and his successors for the whole period of the Treaty.

Sir FRANCIS HUMPHRYS asked whether, supposing that His Britannic Majesty were represented in 'Iraq by an ambassador, King Feisal would agree to the status of his representative in London being that of a Minister.

KING FEISAL said that he would have no objection. The main thing was that the British representative should be doyen of the Diplomatic Corps in Baghdad.

KING FEISAL said that he would like to offer some observations upon the Preamble and the Articles which had been provisionally agreed to at the Third Meeting. He noticed that the Preamble provided for the termination only of the responsibilities devolving upon His Britannic Majesty under the two Treaties with 'Iraq. It appeared to him that this did not include obligations assumed by His Britannic Majesty's Government in the various international agreements and also in tripartite treaties, to which His Britannic Majesty's Government were a party, notably the original obligation of the mandate. He suggested the addition of words which would extend the clause to all these obligations.

Sir FRANCIS HUMPHRYS undertook to examine this point.

KING FEISAL said that they had no comment to make on draft Article A. As regards draft Article B corresponding to Proposal 4, he suggested that the words "either of the High Contracting Parties" should be substituted for "'Iraq." Although no doubt this would make no difference in practice, it was necessary to preserve the complete equality enunciated in the Protocol. Moreover, the draft as it stood was not consistent with draft Article D. As an alternative he suggested that the wording of draft Article B should remain as it was, but that draft Article D should be amended in such a way as to show that the second part of the Article constituted a definition of the aid which 'Iraq was required to give His Britannic Majesty's Government in time of war under the first part of the Article. He pointed out that the second part of the Article as drafted appeared to impose on 'Iraq an additional obligation to that provided in the first part.

Sir FRANCIS HUMPHRYS asked if the wording of Proposal 4 itself was acceptable to the 'Iraq delegation.

KING FEISAL replied in the affirmative.

Sir FRANCIS HUMPHRYS said that he would have to refer the question to London for expert opinion.

KING FEISAL had no observations to offer on draft Article C.

KING FEISAL asked why draft Article E was necessary.

Sir FRANCIS HUMPHRYS explained that its effect was to release Great Britain from any obligation to assist 'Iraq in an action which was contrary to 'Iraq's obligations to the League. In such an event Great Britain would be obliged to assist the League against 'Iraq.

KING FEISAL said he now understood the purpose of the Article.

KING FEISAL said that he thought that the draft F should provide for reference to arbitration of any dispute arising between the two governments not only to disputes arising out of this Treaty. Alternatively a provision to this effect might be added to draft Article A.

Sir FRANCIS HUMPHRYS thought that there was already in existence international machinery which provided for general arbitration conventions and which made it unnecessary to extend the scope of the arbitration article in this way.

KING FEISAL said that with regard to draft Article G regarding the period of the Treaty, they considered that the draft should be amended in such a way as to limit the period definitely, at the same time making provision for the Treaty's renewal or revision.

Sir FRANCIS HUMPHRYS asked first whether it was accepted that the period should be twenty-five years.

NURI PASHA pressed persistently that it should be reduced to twenty years.

JA'FAR PASHA pointed out that in 1926 the League had required a Treaty for twenty-five years from that date. A period of twenty years from 1932 would exceed that period by one year.

KING FEISAL, after considerable pressure, said he accepted twenty-five years, and he thought Nuri Pasha would agree. He put this proposal in the form of a draft article, which ran as follows:—

G.

"This Treaty will be ratified and ratifications will be exchanged as early as possible and thereafter it will come into force when 'Iraq has been accepted as a member of the League of Nations. It will continue for twenty-five years and thereafter it may be renewed or amended by agreement between the contracting parties."

Sir FRANCIS HUMPHRYS undertook to examine the draft.

KING FEISAL then asked if draft Article H, terminating the existing Treaties, was necessary, as the Preamble had already referred to their termination.

Sir FRANCIS HUMPHRYS said that the Articles and not the Preamble were the executive part of the Treaty. If there was unnecessary repetition therefore it would probably be better to preserve the Article, but to omit the matter from the Preamble. He would, however, refer this point to London. He went on to point out that no financial articles had been drafted, as he hoped that outstanding financial questions would be settled before the Treaty came into force. Similarly, there were no economic articles, as these could best be dealt with in a separate commercial treaty on conventional "most favoured nation" lines.

KING FEISAL said there only remained the Egyptian Proposals 8 and 9 for discussion. He and his colleagues proposed that the provisions included in the draft article corresponding to these proposals should be removed from the body of the Treaty and dealt with by an exchange of notes. The Treaty defined the general relations, and it was natural that the detailed machinery required to implement these relations should be relegated to a separate document.

Sir FRANCIS HUMPHRYS produced a draft article providing that all appendices and notes attached to the Treaty were to be regarded as an integral part of it.

KING FEISAL thought that the effect on public opinion in 'Iraq would be better if the provisions for the retention of British forces in the country were excluded from the body of the Treaty.

Sir FRANCIS HUMPHRYS said on the contrary he thought it would provoke the criticism that the Treaty was mere camouflage and that the sting was in the notes. Had not this been said already of the 1922 Treaty and Agreements? He urged the 'Iraq delegates to face the facts. At the previous meeting Ja'far Pasha had dreamed of a fully equipped and efficient 'Iraqi air squadron ready to take over the entire air defence of the country in 1932. Such an idea was in his opinion simply fantastic.

KING FEISAL asked if he could assume that Sir Francis Humphrys agreed that Proposal 8 should be dealt with in a note.

Sir FRANCIS HUMPHRYS said he had not so agreed and had as yet seen no draft of a note. In any case Proposal 9 could not be dealt with in a note.

KING FEISAL asked what His Britannic Majesty's Government required under this head.

Sir FRANCIS HUMPHRYS again produced the draft which he had produced at the Fourth Meeting.

KING FEISAL then said that he thought it preferable that the Treaty should not give the protection of Great Britain's Imperial interests as a reason for the retention of British air forces in the country, but their retention should be described as being due to a request from the King of 'Iraq. He had to think of the future. If they admitted now that the presence of British forces in 'Iraq was necessary for the protection of British interests, they would be committed to that view for ever. They wanted to avoid giving the impression to the 'Iraqi nation that His Britannic Majesty's Government regard 'Iraq as on their road to India and that therefore British forces would remain in the country. This could only give rise to dissatisfaction and ill-feeling in the future. Rather let them describe 'Iraq and British interests as one and omit all mention of separate British interests. He would endeavour to find a formula before the next meeting which would meet the case.

Sir FRANCIS HUMPHRYS held that this would not be feasible. The maintenance of this air highway was a definite British interest and His Britannic Majesty's Government desired to ensure its protection with the least possible inconvenience to 'Iraq. They could hardly agree to make their provision for its protection dependent on an invitation from the King of 'Iraq as His Majesty had suggested. Moreover, this was the only return for her vast expenditure of lives and treasure in 'Iraq that Great Britain was asking for in the Treaty.

KING FEISAL cordially agreed that 'Iraq owed Great Britain a big debt which should be paid, but it was a question of pledging the national interests of 'Iraq indefinitely. The presence of British air forces in Baghdad would be generally interpreted as an occupation of the capital on the mere pretext of protecting British interests. He repeated that he would try to devise a formula before the next meeting.

NURI PASHA expressed himself as convinced that the proposals he had put forward would prove acceptable to His Majesty's Government.

(The meeting broke up at 1.30 p.m.)

SEVENTH MEETING.

10.15 A.M. ON 3RD MAY, 1930.

*Present :—**'Iraqi Delegation.*

H.M. KING FEISAL.

NURI PASHA AL SA'ID.

Sir K. CORNWALLIS.

RUSTAM BEG HAIDAR (*Secretary*).*British Delegation.*

Sir FRANCIS HUMPHRYS.

Major YOUNG.

Mr. STURGES (*Secretary*).

KING FEISAL said they had now examined the draft Judicial Agreement and were prepared to express their views thereon. He had no observations to offer on the Preamble to the Agreement or on Article 1. He pointed out that in Article 2 it was not stated by whom the British officials should be selected and suggested the insertion of the words "By the 'Iraq Government" after "selected."

Sir FRANCIS HUMPHRYS raised no objection, as the words were followed by "with the concurrence of His Britannic Majesty's Government."

KING FEISAL then suggested that the number of officials might be made more elastic. Instead of saying there would be nine, he suggested the words "not less than six or more than nine."

NURI PASHA said the reason for this proposal was that one or more of the officials might resign or go sick, and it might be impossible to find others immediately who were qualified to take their places.

Sir FRANCIS HUMPHRYS said that temporary vacancies occurring in this manner could not be interpreted as a breach of the article. Moreover, the proposed new wording limited the number which the 'Iraq Government were obliged to employ to six.

NURI PASHA said in that case it was unnecessary to mention six; the wording could be simply "not more than nine." He pointed out that they did not, in fact, think that nine would be required; eight would be enough.

Sir FRANCIS HUMPHRYS said that the wording "not more than" would not actually impose an obligation on the 'Iraq Government to employ any British officials at all. The late Abdul Muhsin's letter, which gave the number as nine, had been communicated to the League of Nations, and if the number was now qualified by the words proposed it would arouse strong suspicion.

NURI PASHA said that their intention, of course, was to employ the full nine.

Major YOUNG pointed out that a moment earlier Nuri Pasha had said that they only wanted eight.

Sir FRANCIS HUMPHRYS said that the argument that it might not be possible to keep up the full number of nine, owing to temporary vacancies, was essentially different from the argument that they did not want more than eight.

NURI PASHA said that for both reasons they did not want the number fixed at nine.

Sir FRANCIS HUMPHRYS said that he did not think either reason justified a change in the number that had already been communicated to the League.

NURI PASHA finally agreed that the number should remain as nine, but said that he would write an official letter, pointing out that if a vacancy occurred for any reason, which it proved impossible to fill immediately, this should not be regarded as a breach of the agreement by the 'Iraq Government.

KING FEISAL proposed that the words in Article 3 (a) "at any reasonable time" should be amended to read "in reasonable circumstances to be determined by the 'Iraq Government."

NURI PASHA explained that, in certain circumstances, it might be necessary, in the interests of justice, to prevent communication through a Consul between accused and witnesses.

Sir FRANCIS HUMPHRYS said that it could presumably be arranged for a Government official to be present at meetings between an accused and his Consul.

NURI PASHA said they would like this stated in the Article.

Sir FRANCIS HUMPHRYS said that he was not in favour of this, but he saw no objection to inserting in the draft the words "subject to the usual regulations."

NURI PASHA agreed that this would meet the point. As regards Article 3 (b), he proposed the insertion of the words "in court" after the words "used to understand," in order that the obligation to translate might be applicable only to documents produced in court and not to the various documents included in the term "Proceedings," which are not produced in court. He added that this proposal had been made by the British Judicial Adviser.

Sir FRANCIS HUMPHRYS was not sure how this proposal would affect the translation of preliminary police investigations, etc. He undertook to discuss it with the legal experts.

KING FEISAL asked with regard to Article 3 (c) whether they would be debarred from entering the tents of nomad tribes without a warrant.

Sir FRANCIS HUMPHRYS asked if the procedure in the case of the tribes was not covered by the Tribal Civil and Criminal Dispute Regulations.

NURI PASHA contended that the Judicial Agreement would override the Regulations.

Sir FRANCIS HUMPHRYS said he would discuss with the legal experts the possibility of inserting a clause excluding from the operation of Article 3 (c) cases to which the Tribal, Civil and Criminal Dispute Regulations were applicable.

Major YOUNG informed King Feisal that no reply had yet been received from His Britannic Majesty's Government to the 'Iraq Government's request for an assurance on the subject of the capitulations.

KING FEISAL asked what the position would be if no assurance was forthcoming.

Sir FRANCIS HUMPHRYS invited His Majesty's attention to the draft Preamble.

NURI PASHA pointed out that the Preamble has no executive power. They were afraid that the capitulations might remain in a state of suspended animation during the currency of the Agreement and for this reason they very much hoped for the assurance for which they had asked. His Britannic Majesty's Government had more interests in 'Iraq than anyone else and if they were satisfied no one else would be justified in seeking to maintain the capitulations.

KING FEISAL suggested that they should now consider the proposed military provisions of the Treaty.

Sir FRANCIS HUMPHRYS referred to the question that had been raised about equipment, and said he understood that no query had been raised on the subject by the Egyptian delegates in London who had accepted a similar provision.

NURI PASHA maintained that whereas it was necessary that the 'Iraq forces should follow the British pattern in armament and all that appertained to it, this was unnecessary in regard to unimportant details of equipment.

Sir FRANCIS HUMPHRYS said he had offered to insert some such adjective as "essential" to qualify equipment.

NURI PASHA pointed out that in the case of Egypt this point was dealt with in a British Note. He proposed that a similar procedure should be followed in the case of 'Iraq, except that the Note should be an 'Iraq Note, since it was in 'Iraq's interests that there should be similarity in armament, etc., with Great Britain. The Note would refer to "essential" equipment, and would state that the 'Iraq Government *had decided* to use a similar type of armament, etc.

Sir FRANCIS HUMPHRYS suggested that Nuri Pasha should draft a Note for consideration.

NURI PASHA referred again to their claim that if His Britannic Majesty's Government would not permit 'Iraqi officers to attend courses at their Staff Colleges they should permit the 'Iraq Government to send their officers to Staff Colleges in other foreign countries.

Sir FRANCIS HUMPHRYS asked whether the 'Iraq delegates had any comments on the Appendix (Three) regarding the despatch of a British Military Mission to 'Iraq.

NURI PASHA said that here again he would prefer that this should be dealt with in an 'Iraq Note. They wished to have an efficient army and to have the benefit of the latest experiments, etc., conducted in the British Army. It was in the interests of 'Iraq that they should have a Military Mission composed of a sufficient number of competent officers to impart this knowledge to them. Let the 'Iraq Government ask for them rather than be compelled to have them. By this means vexatious arguments about the number of officers, etc., would be avoided. Might he prepare a draft?

Sir FRANCIS HUMPHRYS agreed to a draft being prepared, but suggested that it should state the size of the Mission required.

KING FEISAL said that, *prima facie*, its size must correspond with that of the 'Iraq Army. This could not be foretold for the period of the Treaty. It was therefore difficult to fix a number.

Sir FRANCIS HUMPHRYS said that an indication of the size of the Mission could be given without a definite number being fixed. He produced three further draft appendices ("P," "Q," and "R"), of which he left copies with the 'Iraq delegation.

KING FEISAL said they would examine them and give their views on them at the next meeting. He felt that the detailed military provisions would present no difficulty provided the main question affecting the retention of British forces in the country was settled. He wished to discuss this at the next meeting.

Sir FRANCIS HUMPHRYS said he was awaiting a reply from London to certain points which he had referred to the Colonial Office by telegram.

KING FEISAL asked what points.

Sir FRANCIS HUMPHRYS said that they affected the question of the localities in which it was proposed that British forces should be retained and the means by which those forces should be guarded.

KING FEISAL said he would like to discuss the question at the next meeting even if no reply had been received from London. He wished to regard it from the point of view of 'Iraq interests. Both Great Britain and 'Iraq had their own interests to consider.

Sir FRANCIS HUMPHRYS interposed that the interests of His Britannic Majesty's Government were bound up with those of 'Iraq in a peculiar way. If 'Iraq met with disaster it would be a blow to British policy, and the experiment on which Great Britain had staked so much would turn out to be a miserable failure. He emphasized that this was a very important aspect of the matter which explained what might appear to some to be a desire on the part of His Britannic Majesty's Government to dominate 'Iraq. No such desire existed.

KING FEISAL wished to leave sentiment on one side for the moment. British policy in 'Iraq had been successful; one had only to compare it with the policy of the French in Syria. But the people of 'Iraq still doubted whether His Britannic Majesty's Government really intended to create an independent 'Iraq State. They must be convinced.

Sir FRANCIS HUMPHRYS said that the people must trust His Majesty and accept the terms that he and his government accepted.

KING FEISAL asked if His Britannic Majesty's Government wished to make a Treaty with him or with his people. If the former, might not the Treaty break down in the event of his death?

Sir FRANCIS HUMPHRYS said that he did not wish to negotiate direct with the people behind the backs of the King and his advisers. He credited His Majesty and the present Government with sufficient good sense to know what was really in the interests of the people of 'Iraq. He went on to emphasize the necessity for security as a condition of progress.

KING FEISAL said that the British Administration had made Egypt rich, but the Egyptians forgot that and thought only of His Britannic Majesty's Government's supposed desire to make a colony of Egypt. He feared the same might be the case in 'Iraq and he wanted to provide against it. He looked forward to discussing the matter further at the next meeting on 5th May.

(The meeting broke up at 1 p.m.)

EIGHTH MEETING.

10.15 A.M. ON 5TH MAY, 1930.

*Present :—**'Iraqi Delegation.*

H.M. KING FEISAL.

NURI PASHA AL SA'ID.

Sir K. CORNWALLIS.

RUSTAM BEG HAIDAR (*Secretary*).*British Delegation.*

Sir FRANCIS HUMPHRYS.

Major YOUNG.

Mr. STURGES (*Secretary*).

Sir FRANCIS HUMPHRYS said that, in regard to Article 3 (a) of the draft Judicial Agreement, he had discussed the point raised at the last meeting with the legal experts, and was prepared to refer to London the insertion of the clause "subject to the usual police and prison regulations."

NURI PASHA agreed that this would meet the point.

Sir FRANCIS HUMPHRYS then produced a *redraft of Article 3 (b)** designed to meet the 'Iraq Government's point about the translation of proceedings.

NURI PASHA said that they would examine it and he would let Sir Francis Humphrys know their opinion as *soon as possible*.†

After some discussion it was agreed that Article 3 (c) should remain as drafted.

KING FEISAL then proposed to discuss the draft article corresponding to No. 9 of the Egyptian Proposals. He produced an alternative draft which ran as follows :—

K.

"In order to ensure the fulfilment of Article of the Treaty of Alliance and in accordance with the desire of His Britannic Majesty, His Majesty the King of 'Iraq agrees that such British forces as may be agreed upon shall remain for a period of ————— in the neighbourhood of the Persian Gulf at the expense of the British Government. This is on condition that the presence of these forces shall not be regarded in any circumstances whatever as a means for intervention in the affairs of the country or as affecting her sovereign rights."

KING FEISAL explained that he did not want to mention British interests explicitly; also he thought that provision should be made for the strength of the British forces retained in 'Iraq to be settled by agreement between the High Contracting Parties. This was usual in a Treaty between equals; even the Treaty of 1922 had contained a provision of this nature.

Sir FRANCIS HUMPHRYS pointed out that the Egyptian Proposals did not contain such a provision, and said that it was only reasonable that the ally which was undertaking incomparably the larger commitment should be the judge of the number of forces required.

NURI PASHA said that it could be stated in the appendix if necessary that the strength of the British air forces should not be less than, say, four squadrons.

Sir FRANCIS HUMPHRYS enquired why King Feisal's draft referred only to the neighbourhood of Persian Gulf as to be garrisoned by British air forces.

* Redraft of Article 3 (b) :—

"That any person who being a party to criminal or civil proceedings is present at an enquiry, investigation, or trial, and has not sufficient knowledge of the official language used to understand them shall have the right to claim that all such proceedings shall be translated where possible into his native tongue and where this is not possible into English or French."

† NURI PASHA intimated later in the day that the redraft was accepted by the 'Iraq Delegation.

KING FEISAL replied that it was conveniently placed in regard to Great Britain's interests in the Persian Gulf; it was away from the capital and so would not give the people the idea that 'Iraq was an occupied territory and also all the chief centres of 'Iraq were easily accessible from there by air.

Sir FRANCIS HUMPHRYS disputed the last point. Basra was 600 miles from Mosul.

KING FEISAL said that a distinction should be made between peace and war conditions. In time of peace the British air forces would never leave their base; there would be nothing for them to do. This was on the assumption that they would not operate in peace time as they did at present.

Sir FRANCIS HUMPHRYS asked whether the 'Iraq Government proposed to deny themselves the assistance of the Royal Air Force to preserve internal security after 1932.

NURI PASHA replied that they would not require it unless some exceptional crisis arose.

KING FEISAL said that if the 'Iraq Government were not to assume responsibility for internal security it was useless for them to negotiate a Treaty as an independent State.

Sir FRANCIS HUMPHRYS said there was no question of 'Iraq's responsibility, but what of her ability to maintain order? Supposing there was a sudden menace of a raid on the pipe-line and railway which was to be laid across the desert. Would the 'Iraq Government not think that an air reconnaissance by British machines might be useful?

NURI PASHA said that if the raiders were 'Iraqis the 'Iraq Government could deal with them; if they were foreigners there would be no objection to asking British aid in accordance with the Alliance.

Sir FRANCIS HUMPHRYS then asked the 'Iraq delegates to consider what effect a decrease of security brought about by the removal of British air forces to Shaibah would be likely to have on the alignment of a pipe-line or railway to the Mediterranean.

KING FEISAL said it was vital to the 'Iraq Government that the southern track should be selected. He presumed that the wishes of the 'Iraq Government would be considered.

Sir FRANCIS HUMPHRYS said it was a more difficult question than His Majesty appeared to imagine. It was the 'Iraq Petroleum Company that would have to decide the route of the pipe-line. The French interests were exerting every effort to ensure the selection of the northern track for political reasons. The other directors would be influenced presumably by commercial considerations. The northern line was shorter and would be much cheaper. The only argument that might induce the company to select the southern route was its greater security. And what would become of this argument if British air forces were removed to Basra?

KING FEISAL said that if 'Iraq could not protect her pipe-lines and oilfields they were mocking themselves by making a Treaty as an independent State.

Sir FRANCIS HUMPHRYS asked if 'Iraq would be able to guarantee this protection unaided by 1932. They must face the facts and not play with fancies.

NURI PASHA said from internal attack, yes; but not from attacks from across the frontier.

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KING FEISAL said it was a question of facts. They must examine the position and see when 'Iraq air forces could take over Mosul, etc. They did not expect the impossible.

Sir FRANCIS HUMPHRYS emphasized that the presence of British air forces at hand would increase the general security; it would influence the policy of the 'Iraq Petroleum Company, and was a necessary condition of internal development.

KING FEISAL enquired whether it was expected that the 'Iraq Government would ask the Royal Air Force to assist them against 'Iraqis.

Sir FRANCIS HUMPHRYS said that would depend on circumstances. The moral effect of the presence of the Royal Air Force would continue to be very great and might well prevent internal disorder. Surely he would not be told that the 'Iraq delegates wished to include in the Treaty anything to the effect that the Royal Air Force should in no circumstances be employed to assist in the maintenance of internal security.

KING FEISAL said that they did wish to include a provision to this effect, and it had in fact been incorporated in his draft article.

Sir FRANCIS HUMPHRYS enquired whether the 'Iraq Government would refuse the help of the Royal Air Force to stop a sudden raid, say, by the Kurds on the Kirkuk oilfields, when there might be no other means of stopping it.

KING FEISAL did not entirely preclude Royal Air Force assistance being accepted in a case of this kind, but emphasized that it was the principle that he wished to establish—that 'Iraq was responsible for the maintenance of internal security and should ask help of no one. He asked again that they might discuss the ways and means of discharging their responsibilities. Could they discuss the feasibility of the 'Iraq air force taking over Mosul and Hinaidi in 1932 as Nuri Pasha proposed, for instance?

Sir FRANCIS HUMPHRYS asked for details of the forces that the 'Iraq Government expected to be able to put into the air in 1932.

NURI PASHA said that he did not think that the question of the strength of the 'Iraq air force in 1932 was of any importance. If they had air forces wherewith to garrison Mosul and Hinaidi in 1932 so much the better, but with the Royal Air Force at Shaibah it was not essential. He particularly wished to avoid the question of the evacuation of 'Iraq by the Royal Air Force being linked in any way with the progress of the 'Iraq air force.

Sir FRANCIS HUMPHRYS reverted to the question of security. Where there was no visible force, lawless elements were easily aroused by the intrigues of foreign powers or otherwise. 'Iraq would obviously be responsible for her own internal security after 1932, but, if His Britannic Majesty's Government were prepared to leave Royal Air Force garrisons in the country in order to implement their obligations as an ally and preserve their essential interests, he saw nothing in such an arrangement that was derogatory to 'Iraq's independence.

KING FEISAL said that speaking frankly he did not agree with Nuri Pasha about the garrisoning of Mosul and Hinaidi. Nuri Pasha as Prime Minister wanted a popular Treaty; he (King Feisal) took a broader view. In his opinion it would be necessary to have garrisons at Mosul and Hinaidi, and he thought that they should discuss at once how this should be done.

NURI PASHA reiterated that he did not wish the period during which the Royal Air Force would remain in 'Iraq to be made in any way dependent on the progress of the 'Iraq air force.

Sir FRANCIS HUMPHRYS suggested that Nuri Pasha was afraid that His Britannic Majesty's Government intended to prolong the period of occupation by delaying the progress of the 'Iraq air force. If this was Nuri Pasha's idea he was completely mistaken. He (Sir Francis Humphrys) could assure them that His Britannic Majesty's Government would do everything possible to accelerate the development of the 'Iraq air force, but this did not mean that British air forces would no longer be necessary in the country alongside their 'Iraqi allies.

KING FEISAL said that it was generally felt that if the formation of an efficient 'Iraq air force was made the condition of the evacuation of 'Iraq by the Royal Air Force, then the 'Iraq air force would never be formed at all. This is what the experience of the 1922 Treaty and Agreements had taught them in regard to the development of the 'Iraq army. He did not suggest that there was bad faith, but there was continual correspondence between the various departments in London. Large files were amassed on the subject of conscription and military schemes, but in the meantime nothing was done. If he knew for certain that they could get as many pilots trained in England as they liked, that machines, equipment, and stores could be obtained without delay and that they could work to a definite programme, it would be simple to draw up a scheme on the basis of taking over Mosul in 1932, Hinaidi after a period to be agreed upon, and Shaibah on the expiration of the Treaty.

Sir FRANCIS HUMPHRYS pointed out that the formation of an efficient air force was not a simple mathematical problem. He had made it clear that His Britannic Majesty's Government required the retention of British air forces in 'Iraq, and especially in the centre of the country, as necessary not only in the interests of 'Iraq but also in Imperial interests.

KING FEISAL said that they could not agree that Imperial interests were involved in the occupation of Hinaidi. He considered that it would be useless to discuss this matter further until Sir Francis Humphrys had received a reply from London to the points which he had referred to His Britannic Majesty's Government.

Sir FRANCIS HUMPHRYS agreed.

He asked whether King Feisal had considered the alternative drafts about representation.

KING FEISAL said that they would prefer the draft in which no mention was made of the status of the diplomatic representatives. If this was impossible, however, they were prepared to accept the alternative draft providing that His Britannic Majesty would be represented by an Ambassador at Baghdad and the King of 'Iraq by a Minister in London.

(The meeting broke up at 1.15 p.m.)

NINTH MEETING.

11.30 A.M., 23RD MAY, 1930.

*Present :—**'Iraqi Delegation.*

H.M. KING FEISAL.

NURI PASHA AL SA'ID.

JA'FAR PASHA AL ASKARI.

Sir K. CORNWALLIS.

RUSTAM BEG HAIDAR (*Secretary*).*British Delegation.*

Sir FRANCIS HUMPHRYS.

Major YOUNG.

Mr. STURGES (*Secretary*).

Sir FRANCIS HUMPHRYS produced a fresh draft of Article D, which met the point previously raised by King Feisal, in that the last sentence now defined the aid which the preceding sentences obliged 'Iraq to give. If this was accepted it would be unnecessary to amend draft Article B.

KING FEISAL suggested that as now drafted, the article required 'Iraq to do no more than furnish the facilities mentioned even if 'Iraq itself was invaded.

Sir FRANCIS HUMPHRYS explained that the draft article merely defined the assistance that 'Iraq was obliged to give His Britannic Majesty's Government. It did not seek to define the steps which 'Iraq might take in her own defence.

KING FEISAL accepted the draft and agreed that draft Article B should remain unaltered. The final draft of Article D ran as follows :—

"Should, notwithstanding the provisions of Article above, either of the High Contracting Parties become engaged in war, the other High Contracting Party will, subject always to the provisions of Article below, immediately come to his aid in the capacity of an Ally. In the event of an imminent menace of war, the High Contracting Parties will immediately concert together the necessary measures of defence. The aid of His Majesty the King of 'Iraq, in the event of war or the imminent menace of war, will consist in furnishing to His Britannic Majesty on 'Iraq territory all facilities and assistance in his power, including the use of railways, rivers, ports, aerodromes, and means of communication."

Sir FRANCIS HUMPHRYS said that His Britannic Majesty's Government had accepted the alternative draft Article I, preferred by King Feisal, regarding diplomatic representatives, which was to be accompanied by an exchange of notes. Drafts of the article and the proposed notes were produced.

KING FEISAL accepted the drafts with the exception of the final sentence of the 'Iraqi Note whereby 'Iraq undertook "to waive any claim" to be represented by an Ambassador in London. He would prefer it merely to be stated that 'Iraq did not intend to be represented by an Ambassador.

Sir FRANCIS HUMPHRYS said that they must be careful not to use wording which might imply that 'Iraq had the right to be represented by an Ambassador, as this had in fact not been granted. After some discussion he amended the draft sentence to read "undertake not to request the acceptance of an 'Iraqi diplomatic representative of the status of Ambassador at the Court of St. James."

KING FEISAL asked whether this last sentence might not be incorporated in a separate note which would not be published.

Sir FRANCIS HUMPHRYS said that he saw no *prima facie* objection, but that he must obtain confirmation.

KING FEISAL said that this arrangement would be acceptable. The draft article and notes ran as follows :—

"Each High Contracting Party will be represented at the Court of the other High Contracting Party by a diplomatic representative duly accredited."

Draft British Note.

"Sir,

I have the honour to inform you, with regard to Article I of the Treaty which we have signed to-day, that it is proposed that the first British diplomatic representative at the Court of His Majesty the King of 'Iraq shall have the status of Ambassador."

Draft 'Iraqi Note.

"Sir,

In reply to your Note of to-day's date, I have the honour to inform you that the 'Iraq Government, anxious to mark the satisfaction which the appointment of a British representative as the first Ambassador in 'Iraq affords them, intends that his precedence in relation to the representatives of other Powers shall extend to his successors."

Separate Note.

"They undertake not to request the acceptance of an 'Iraq diplomatic representative of the status of Ambassador at the Court of St. James's."

Sir FRANCIS HUMPHRYS produced draft Article M, which read as follows :—

"The financial relations between the High Contracting Parties shall be regulated in accordance with the second Appendix hereto."

He explained that no Appendix II existed, and none would be required if outstanding financial questions were settled before the Treaty came into force. In the latter event the article itself would disappear, but it must be included now if the Treaty was to be signed in the immediate future. The article would, of course, have no force till Appendix II had been negotiated.

NURI PASHA considered the article unnecessary. The Financial Agreement would remain in force until 1932. If any financial questions still remained unsettled then, they could undertake by exchange of notes, when 'Iraq entered the League, to settle them by a separate agreement. The appearance of this article, with its reference to an unknown appendix, would only cause suspicion in the public mind and give the impression that there was no intention of settling the questions referred to.

Sir FRANCIS HUMPHRYS pointed out that if there was no provision for the settlement of outstanding financial questions in the new Treaty, there would be no instrument applicable to such questions on the expiration of the Financial Agreement.

NURI PASHA agreed that His Britannic Majesty's Government had a right to require some provision to meet this eventuality, but would prefer that it should be done in a different way, *e.g.*, by exchange of notes, if possible.

Sir FRANCIS HUMPHRYS undertook to consider the point.

Sir FRANCIS HUMPHRYS then turned to the draft military appendices and put forward suggested Clauses P, Q, R, S, and U, which read as follows:—

“ P.”

“ Subject to any modifications which the two High Contracting Parties may agree to introduce in the future, the immunities and privileges in jurisdictional and fiscal matters, including freedom from taxation, at present enjoyed by the British forces in ‘Iraq, will continue to extend to all armed forces of His Britannic Majesty in that country, and the existing provisions of any local legislation affecting the armed forces of His Britannic Majesty in ‘Iraq shall also continue. The ‘Iraq Government will take the necessary steps to ensure that the altered conditions will not render the position of the British forces as regards immunities and privileges in any way less favourable than that which they at present enjoy in ‘Iraq.”

“ Q.”

“ His Majesty the King of ‘Iraq agrees to provide every facility for the movement of His Britannic Majesty’s forces, of all arms, and for the carriage and storage of fuel and supplies for such forces on the roads, railways, and waterways, and in the ports of ‘Iraq, and to accord to those forces the same facilities for the use of wireless telegraphy as they at present enjoy. He also agrees to provide every facility for the movement and training of British military aircraft over and land forces on ‘Iraq territory.”

“ R.”

“ His Britannic Majesty undertakes to grant all possible facilities in the following matters, the cost of which will be met by His Majesty the King of ‘Iraq:—

“ 1. Naval, military, and aeronautical instruction of ‘Iraqi officers in the United Kingdom.

“ 2. The provision of arms, ammunition, equipment, ships, aeroplanes of the latest available pattern for the forces of His Majesty the King of ‘Iraq.

“ 3. The provision of British naval, military, and air force officers whenever they may be required by His Majesty the King of ‘Iraq to serve in an advisory capacity with his forces.”

“ S.”

“ In accordance with Article — of the Treaty and in compliance with the desire expressed by His Majesty the King of ‘Iraq, His Britannic Majesty will despatch a British Military Mission to ‘Iraq.”

“ U.”

“ In view of the desirability of identity in training and methods between the ‘Iraq and British Armies, His Majesty the King of ‘Iraq undertakes that, should he deem it necessary to have recourse to foreign military instructors, these shall be chosen from amongst British subjects. He further undertakes that any personnel of his forces that may be sent abroad for military training will be sent to training centres in the territories of His Britannic Majesty, and that the armament and equipment of his forces shall not differ in type from those of the forces of His Britannic Majesty.”

He had received from Nuri Pasha a draft note designed to cover these appendices. The note did not seem to him to cover the same ground, and he wished to know to what the ‘Iraq Delegation objected in the drafts submitted by him.

KING FEISAL referred first to Clause Q, which they considered was too wide. Presumably it referred only to peace conditions, since war conditions were already dealt with in the Treaty itself. In peace time the Royal Air Force would not be engaged in operations; why, therefore, should they require the facilities proposed?

If it was intended that the Royal Air Force should participate in operations connected with the internal administration the position was different, but he assumed that it was not so. If they agreed that the Royal Air Force should withdraw from Mosul and Hinaidi and be concentrated at Shaibah, how could they at the same time agree to allow them freedom of movement all over the country? According to the wording of this appendix, the ‘Iraq Government would be bound to give facilities for British battalions to be sent to Sulaimani or elsewhere at the whim of His Britannic Majesty’s Government.

Sir FRANCIS HUMPHRYS pointed out that in the first place the Royal Air Forces that remained in the country could not be permanently confined to their bases; they must be able to fly to and fro and the ground protection troops must be mobile. Secondly, His Britannic Majesty’s Government might wish to use the ‘Iraq route for the transport of their forces to or from India. Thirdly, His Britannic Majesty’s Government wished to secure free movement for their warships in the Shatt-al-Arab. He did not think anything further was intended by the draft appendix. It certainly was not intended to bear the interpretation put upon it by His Majesty. He suggested the possibility of amending the draft by the insertion of words making it applicable only to His Britannic Majesty’s forces that were in ‘Iraq by agreement with the ‘Iraq Government, and a sentence giving freedom of movement to His Britannic Majesty’s ships in the Shatt-al-Arab without the necessity of obtaining special permission.

NURI PASHA considered that the draft should be considerably expanded and that distinction should be made between the following points:—

1. Facilities for the Royal Air Force stationed in the country.
2. Normal transit facilities for service aircraft without special permission.
3. Transit of ground forces by special permission in an emergency.
4. Freedom of the Shatt-al-Arab for His Majesty’s ships as far as Basra.

He would prefer the appendix to deal with the first point only, leaving the other three to be arranged by exchange of notes.

Sir FRANCIS HUMPHRYS said he thought there was very little difference of opinion in principle between the delegations, and he proposed that a drafting committee should be appointed to prepare a draft for their consideration. This was agreed to.

NURI PASHA raised the question of the fiscal and other privileges enjoyed by the Royal Air Force. He feared that if Clause “P” remained as drafted, *i.e.*, merely provided that the Royal Air Force would continue to enjoy the same privileges as at present, each of the High Contracting Parties might interpret its meaning differently.

Sir FRANCIS HUMPHRYS suggested that this question might also be referred to the drafting committee.

NURI PASHA asked whether he could give any information to the Press as to the progress of the negotiations.

Sir FRANCIS HUMPHRYS said that anything given to the Press would have to be in the form of an agreed *communiqué*, and at present there was nothing to communicate.

NURI PASHA asked that at least he might be permitted to inform the Cabinet of the position. He had promised to tell them something that week.

Sir FRANCIS HUMPHRYS said he had no wish to restrict the Prime Minister’s confidential communications to his colleagues. But he emphasized the necessity for secrecy. The Prime Minister must be the judge whether his colleagues were to be trusted not to make inconvenient disclosures outside.

The meeting then broke up.)

TENTH MEETING.

11 A.M. ON 2ND JUNE, 1930.

*Present :—**'Iraqi Delegation.*

H.M. KING FEISAL.

NURI PASHA AL SA'ID.

JA'FAR PASHA AL ASKARI.

Sir K. CORNWALLIS.

RUSTAM BEG HAIDAR (*Secretary*).*British Delegation.*

Sir FRANCIS HUMPHRYS.

Captain V. HOLT.

Sir FRANCIS HUMPHRYS proposed to discuss the following draft Appendices, "U" (originally drafted as Article "J"), "P," "Q," "R," and "V," which had been prepared by the Drafting Committee since the last meeting :—

" U " (originally " J ").

" In view of the desirability of identity in training and methods between the 'Iraq and British Armies, His Majesty the King of 'Iraq undertakes that, should he deem it necessary to have recourse to foreign military instructors, these shall be chosen from amongst British subjects. He further undertakes that any personnel of his forces that may be sent abroad for military training will be sent to military schools, colleges, and training centres in the territories of His Britannic Majesty, provided that this shall not prevent him from sending to any other country such personnel as cannot be received in the said institutions and training centres. He further undertakes that the armament and essential equipment of his forces shall not differ in type from those of the forces of His Britannic Majesty."

" P. "

" Subject to any modifications which the two High Contracting Parties may agree to introduce in the future the immunities and privileges in jurisdictional and fiscal matters, including freedom from taxation, at present enjoyed by the British forces in 'Iraq, will continue to extend to the forces referred to in Clause " O " above, and to such of His Britannic Majesty's Forces of all arms as may be in 'Iraq in pursuance of Article of the present Treaty, or otherwise by agreement between the High Contracting Parties, and the existing provisions of any local legislation affecting the armed forces of His Britannic Majesty in 'Iraq shall also continue. The 'Iraq Government will take the necessary steps to ensure that the altered conditions will not render the position of the British forces as regards immunities and privileges in any way less favourable than that which they at present enjoy in 'Iraq."

" Q. "

" His Majesty the King of 'Iraq agrees to provide all possible facilities for the movement and training of the forces referred to in Clause " O " above and for the carriage and storage of fuel and supplies for such forces on the roads, railways, and waterways, and in the ports of 'Iraq, and to accord to those forces the same facilities for the use of wireless telegraphy as they at present enjoy."

" R. "

" His Britannic Majesty undertakes to grant whenever they may be required by His Majesty the King of 'Iraq all possible facilities in the following matters, the cost of which will be met by His Majesty the King of 'Iraq :—

" 1. Naval, military, and aeronautical instruction of 'Iraqi officers in the United Kingdom.

" 2. The provision of arms, ammunition, equipment, ships, aeroplanes of the latest available pattern for the forces of His Majesty the King of 'Iraq.

" 3. The provision of British Naval, Military, and Air Force officers to serve in an advisory capacity with the forces of His Majesty the King of 'Iraq."

" V. "

" His Majesty the King of 'Iraq undertakes to provide every facility when requested to do so by His Britannic Majesty for the movement of His Britannic Majesty's land and air forces of all arms across 'Iraq territory between the Mediterranean and the Persian Gulf, and of His Britannic Majesty's Naval forces in the Shatt-al-Arab."

KING FEISAL said that they had no comments to offer on draft " U," which was accepted.

In regard to draft " P," King Feisal said that his only criticism was that the words " at present " in the final clause were ambiguous.

Sir FRANCIS HUMPHRYS suggested that it might be possible to substitute the words " at the time of the ratification of this Treaty " and said that he would consider the point.

NURI PASHA referring to draft Appendix " Q " argued that the word " movement " in the phrase " the movement and training of His Britannic Majesty's forces " could not be finally accepted until a settlement had been reached as to the number of bases to be maintained by the Royal Air Force in 'Iraq. If only one base was maintained for instance, facilities for movement, which presumably involved the provision of aerodromes elsewhere, would not be required in time of peace.

NURI PASHA also proposed the omission of the Clause " for carriage and storage ports of 'Iraq. " He claimed that it was unnecessary as its provisions were sufficiently covered by the preceding clause providing for all facilities to be given to His Britannic Majesty's forces.

NURI PASHA also asked that he might be given full information as to what was intended by the last phrase of the draft regarding the provision of facilities for wireless communications.

Sir FRANCIS HUMPHRYS said that he would consider these points in consultation with the Air Officer Commanding.

KING FEISAL said that they had no comments to offer on the draft Appendix " R," which was accepted.

NURI PASHA observed in regard to draft Appendix " V " that it differed from the Arabic version of the draft which he had made in Committee.

Sir FRANCIS HUMPHRYS, having seen a translation of Nuri Pasha's draft, said that it was new to him and undertook to examine it.

The draft in question ran as follows :—

" V."

" His Majesty the King of 'Iraq agrees to afford, in case of necessity, all possible facilities to ensure the passage of the forces of His Britannic Majesty and the transport of all stores that may be required by these forces during their passage from the shores of the Mediterranean Sea on their way to the Persian Gulf, or in the reverse direction. These facilities to be by means of his railway or water communications or his ports situated on that line. The 'Iraq Government must be informed before such movements take place. Similarly there is nothing to prevent British warships from visiting 'Iraqi ports in the Shatt-al-Arab provided that the 'Iraq Government is given prior warning of such visits."

Sir FRANCIS HUMPHRYS said that His Britannic Majesty's Government had agreed, in deference to the wishes of the 'Iraqi delegates, that, in connection with the notes to be exchanged under draft Article " I " regarding the diplomatic representatives, the undertaking that 'Iraq would not request the acceptance of an 'Iraqi Ambassador in London should form a separate note which would not be published. He suggested the following draft to which King Feisal agreed :—

" The 'Iraq Government undertake that His Majesty the King of 'Iraq will not request the acceptance of an 'Iraqi Ambassador at the Court of St. James during the currency of the Treaty."

Sir FRANCIS HUMPHRYS then produced a re-draft of Article " G " regarding the duration of the Treaty. He explained that the new draft had been modelled on the Egyptian Treaty Proposals.

KING FEISAL pointed out that the new draft did not meet the objection which he had raised to the original draft, namely, that it did not provide for the definite termination of the Treaty at the end of the twenty-five years period.

Sir FRANCIS HUMPHRYS said that a Treaty of Alliance was a very different thing from a Treaty of Friendship. The Treaty would involve His Britannic Majesty's Government in heavy obligations and commitments in 'Iraq and it might prove most awkward for all concerned if the machinery whereby the Alliance was implemented were irrevocably to cease functioning on a given date.

KING FEISAL said that with the Article drafted as it was the Treaty might continue in force indefinitely after the end of the twenty-five years period. If that was the intention of His Britannic Majesty's Government, they might as well declare 'Iraq at once to be a British Dominion.

Sir FRANCIS HUMPHRYS said that they would continue the discussion of this question at the next meeting.

(The meeting broke up at 1.30 p.m.)

ELEVENTH MEETING.

10 A.M. ON 5TH JUNE, 1930.

Present :—

'Iraqi Delegation.

H.M. KING FEISAL.

NURI PASHA AL SA'ID.

JA'FAR PASHA AL ASKARI.

Sir K. CORNWALLIS.

RUSTAM BEG HAIDAR (Secretary).

British Delegation.

Sir FRANCIS HUMPHRYS.

Sir R. BROOKE-POPHAM.

Major YOUNG.

Mr. STURGES (Secretary).

Sir FRANCIS HUMPHRYS introduced the Air Officer Commanding, whom he had asked to come and explain to the 'Iraqi delegates the points which they had queried in the draft military appendices.

NURI PASHA repeated that he considered unnecessary the words " and for the carriage and storage of fuel and supplies for such forces on the roads, railways, and waterways and in the ports of 'Iraq " which occurred in draft Appendix Q. He argued that this was already covered by the words " all possible facilities for the movement and training . . . " which immediately preceded.

Sir R. BROOKE-POPHAM pointed out that movement and training did not include maintenance. They wanted facilities for supplies of spare parts, oil, petrol, etc.

Sir FRANCIS HUMPHRYS, after considerable discussion, agreed to refer to London the following amendment :—For " movement and training " read " movement, training, and maintenance," and omit the passage " and for the carriage . . . ports of 'Iraq."

NURI PASHA also asked for particulars of the wireless facilities required under this appendix.

Sir R. BROOKE-POPHAM said that they only required the facilities provided for under Article 14 of the Military Agreement. He saw no objection to something to this effect being added to the draft.

NURI PASHA said that he did not wish the Military Agreement to be mentioned and he would prefer the appendix to remain as drafted. The intention of this provision could, however, be explained in a Note.

Sir FRANCIS HUMPHRYS then considered the alternative drafts of Appendix V. He preferred the phrase " when requested to do so " of the British draft to " in case of necessity " in the 'Iraqi draft. He also suggested that the last sentence of the 'Iraq draft should read :—" British warships also have general permission to visit 'Iraqi ports in the Shatt-al-Arab provided that the 'Iraq Government are given prior warning of such visits."

NURI PASHA, after some discussion, accepted these amendments.

Sir FRANCIS HUMPHRYS undertook to send the 'Iraqi draft thus amended to London for examination by the experts.

Sir FRANCIS HUMPHRYS then proposed to run through the draft articles of the Treaty that had been discussed and to ascertain how far agreement had been reached. First, in regard to the Preamble, he explained that no reply had been received from London on the question of Great Britain's renunciation of her international obligations on behalf of 'Iraq.

KING FEISAL expressed concern at the delay, which filled him with apprehension. He regarded the question as one of the first importance.

Sir FRANCIS HUMPHRYS undertook to send a telegraphic reminder to His Majesty's Government. He then read draft Articles A to F, all of which were accepted by the 'Iraq delegates.

KING FEISAL maintained his previous objection to draft Article G and produced a counter draft, similar to that put forward by him at an earlier meeting, which provided that the Treaty should terminate in twenty-five years, and that negotiations could be undertaken for its revision or modification.

Sir FRANCIS HUMPHRYS elaborated the arguments used by him at the previous meeting. The British draft was on the lines of the draft which had been accepted by the Egyptian delegates, and the Egyptian negotiations supplied the only available precedent. It would be most embarrassing if the Treaty were to terminate before a new instrument had been negotiated to take its place and the legal basis on which the Alliance rested was removed even temporarily. The great difference between an Alliance and a Treaty of Friendship must be remembered.

NURI PASHA said that it could be provided that negotiations for a new Treaty should be opened three or even five years before the termination of the twenty-five years' period, in order to ensure that there would be no hiatus. At that time the conditions might be very different and the Treaty might take a different form. Egypt was not a true analogy. It was obvious that His Majesty's Government must maintain a permanent alliance with Egypt. And even in the case of Egypt it was proposed that the Egyptian army should take over the defence of the Canal as soon as it was agreed that they were able to do so. Supposing at the end of twenty-five years the 'Iraq Government wished to alter the terms of the Treaty and His Majesty's Government did not agree, what would happen?

Sir FRANCIS HUMPHRYS replied that the question would be referred to the League.

NURI PASHA was averse from bringing the League into it. How was the League concerned?

Sir FRANCIS HUMPHRYS pointed out that 'Iraq was situated on an airway of international importance, the maintenance of which was of interest to the League.

KING FEISAL said that he wished to state in confidence his own objection to the British draft. It meant in effect a permanent Treaty. This was an example which the French were certain to follow in Syria. The ambition of the Arabs was to achieve unity, in the first place between Syria and 'Iraq. If Treaties on these lines were signed the division between Syria and 'Iraq binding the former to the French and the latter to Great Britain would be perpetuated; in fact, if France and Great Britain were to go to war, 'Iraq would be at war with Syria. He could not be a party to a Treaty which promoted such a state of things.

Sir FRANCIS HUMPHRYS having made every effort to persuade His Majesty to recede from his position without success, said that he had not anticipated that His Majesty would hold such strong views on this point. He had hoped to indicate how His Majesty's Government were proposing to meet the objections that His Majesty had raised to certain other proposals but it would serve no useful purpose to do so now. He asked King Feisal whether he was to inform his Majesty's Government that their draft was definitely rejected by the 'Iraq delegation; he warned His Majesty that His Majesty's Government were most unlikely to give way on this point.

KING FEISAL reiterated that the 'Iraq delegates could not accept an article that did not set a definite period to the Treaty, though they were quite ready to include a provision that a fresh Treaty should be negotiated before the original Treaty had expired.

Sir FRANCIS HUMPHRYS said that he would consider what steps should be taken to overcome this unexpected difficulty.

(The meeting broke up at 1.30 p.m.)

TWELFTH MEETING.

10 A.M. ON 9TH JUNE, 1930.

Present :—

'Iraqi Delegation.

H.M. KING FEISAL.

NURI PASHA AL SA'ID.

JA'FAR PASHA AL ASKARI.

Sir K. CORNWALLIS.

RUSTAM BEG HAIDAR (*Secretary*).

British Delegation.

Sir FRANCIS HUMPHRYS.

Sir R. BROOKE-POPHAM.

Major YOUNG.

Mr. STURGES (*Secretary*).

Sir FRANCIS HUMPHRYS said that since the last meeting, he had taken part in several lengthy private discussions, with the purpose of ascertaining more exactly the differences between the two delegations and the possibility of reconciling them. It appeared that the main objections of the 'Iraq Delegation to the British proposals were :—

(1) They did not wish the Royal Air Force to remain at Mosul for the whole period of the Treaty.

(2) Neither did they wish the Royal Air Force to be stationed practically in the capital for the whole period of the Treaty.

(3) They did not wish the protective troops for British air bases and aerodromes to be Levies, *i.e.*, Imperial forces.

It had been suggested during the course of the private discussions that these objections might be met by the following proposals :—

(1) That the Royal Air Force should evacuate Mosul as soon as the High Contracting Parties agreed that the 'Iraq Air Force could take over.

(2) That if the 'Iraq Government still wished, five years after the coming into force of the Treaty, that the Royal Air Force should evacuate Hinaidi, arrangements would be made for this within a further period of three years, after suitable alternative bases at Shaibah and at a place in central 'Iraq west of the Euphrates had been got ready for their accommodation. These bases, as far as could be seen, would be permanent. The move need not necessarily be delayed until the 'Iraq Air Force was ready to take over Hinaidi, but several years must elapse before it could be effected.

(3) That the protective force should be recruited for long service, on special rates of pay approved by His Britannic Majesty's Government, should be recruited and commanded by British officers, with executive and administrative authority, and should be at the disposal of the Air Officer Commanding, for the protection of British air bases and aerodromes. On the other hand, the force would be subject to 'Iraq military law, the British officers would be officers within the meaning of the 'Iraq military code and their executive and administrative powers would be confined to the special force.

It appeared from the discussions that had taken place that agreement might be reached along these lines, and although the proposals might be amended in certain minor details after further discussion, they represented the furthest limit to which His Britannic Majesty's Government were prepared to go.

KING FEISAL said that he was grateful to the High Commissioner for having made further efforts to bridge the gap between them before reporting the result of their last meeting to London. Sir Francis Humphrys had clearly explained the points at issue, and Nuri Pasha had prepared certain drafts which he felt sure would meet the views of His Britannic Majesty's Government. He understood also that Nuri Pasha accepted the proposal regarding the protective force, and suggested that Nuri Pasha should discuss the details with the Air Officer Commanding.

Sir FRANCIS HUMPHRYS considered that it was only necessary for the purpose of the present negotiations to settle the principles to be followed. Technical details could be discussed separately by experts and embodied finally in an exchange of notes.

KING FEISAL agreed. His Majesty then reverted to the question of the duration of the Treaty, on which they had failed to reach an agreement at the last meeting. They all desired a permanent connection with Great Britain on the basis of an alliance, but they understood that all treaties were for a fixed period.

Sir FRANCIS HUMPHRYS said that while treaties of friendship were usually for a fixed period, treaties of alliance were different. The proposals for an Anglo-Iraq Alliance affected vital questions of Imperial strategy, and His Britannic Majesty's Government attached the greatest importance to the draft remaining in its present form. If the Treaty suddenly came to an end after twenty-five years, as His Majesty had suggested, the position would be obscure and unsatisfactory.

KING FEISAL said that he was confident that after twenty or twenty-five years Iraq would ask Great Britain to renew the Alliance. But in the interests of friendly relations it would be better to allow Iraq to appreciate for herself the advantages of the Alliance and to seek its renewal than to force it on her now against her will. At the same time, they realized that His Britannic Majesty's Government were anxious about their air communications. Let them distinguish between the preservation of these communications and an Alliance. Iraq recognized that the former was a permanent interest of His Britannic Majesty's Government. Let them, therefore, put a fixed period to the Alliance and, as regards the measures to be taken after that period to protect the air route, let them, if they were unable to agree, refer the matter to the arbitration of the League of Nations.

Sir FRANCIS HUMPHRYS asked whether in putting a fixed period to the Treaty they intended also to put a fixed period to the lease of the British air bases in Iraq.

NURI PASHA explained that while they recognized that the maintenance of the air route was a permanent interest to His Britannic Majesty's Government, they did not agree that permanent British air bases would be required in Iraq to ensure the protection of the route.

KING FEISAL added that they agreed that two British bases, one at Shaibah-Basra and the other somewhere on the air line in central Iraq, were necessary now, but they could not agree that they would be required permanently.

Sir FRANCIS HUMPHRYS asked His Majesty to place himself in the position of a foreign business man who was looking for the best possible air route between Egypt and India. Such a man would be bound to look far ahead and permanence and security would be two essential desiderata. If he could not find these in Iraq he would be obliged to look elsewhere for them. Here was a case where British and Iraq interests were acknowledged to be identical. Common prudence therefore demanded that permanent arrangements should be made.

NURI PASHA said that they only asked that the question of Iraq's capability to protect the air line in twenty-five years' time should, if necessary, be referred to the League of Nations. A similar provision in regard to the Suez Canal had been accepted by His Britannic Majesty's Government in the Egyptian negotiations.

Sir FRANCIS HUMPHRYS asked how they proposed that the Basra-Karachi section of the air route was to be protected if there was no permanent British seaplane base at Basra.

NURI PASHA suggested that Iraq might become responsible after twenty-five years period for the protection of the Iraq section of the route while Great Britain continued to protect the Basra-Karachi section. Could not the latter section be protected from some other base than Basra?

Sir FRANCIS HUMPHRYS replied that if that were assumed to be the case the air route would not go via Basra nor in fact over Iraq territory at all. He produced a map on which an alternative air route from the Mediterranean to the Persian Gulf had been marked considerably to the south of the existing route and avoiding Iraq territory altogether.

KING FEISAL said that this line was quite impossible. They hoped that the advantages of the Iraq route would always outweigh those of the alternative route but it was unwise to legislate too far ahead.

Sir FRANCIS HUMPHRYS pointed out that His Britannic Majesty's Government must know now whether the Basra base was to be permanent. A seaplane base would be very expensive to construct and it would be waste of money to abandon it in a few years. His Britannic Majesty's Government must take steps to ensure the protection of their interests in the Persian Gulf and of the Basra-Karachi section of the air route, and if Iraq definitely refused them a permanent base at Basra for this purpose a very serious position had arisen.

KING FEISAL said that the protection of the Basra-Karachi section was a new question. He asked that he might be allowed time to consider the matter and that he might give his views at the next meeting.

NURI PASHA then produced his draft of Article "G," which read as follows:—

"G."

"This Treaty shall be ratified and ratifications shall be exchanged as early as possible. After then it shall come into force immediately Iraq has been accepted as a member of the League of Nations.

"After the elapse of twenty years from the coming into force of this Treaty the High Contracting Parties will open negotiations with a view to amending the provisions of the present Treaty or the conclusion of a new Treaty. In the event of agreement not being reached the League of Nations shall be asked to arbitrate concerning the safeguarding of the air route between the Mediterranean Sea and the Persian Gulf.

"The present Treaty shall end after the elapse of twenty-five years from the date of its coming into force".

NURI PASHA added that in view of the discussion that had taken place the words "between the Mediterranean Sea and the Persian Gulf" could be amended to read "between the Mediterranean Sea and India," so as to cover the Basra-Karachi section.

NURI PASHA also produced his drafts of Article "K" and Appendix "O," which read as follows:—

"K."

"Pursuant to Article "D" of the Treaty of Alliance and in recognition of the permanent importance to both sides of the air route between the Mediterranean Sea and the Persian Gulf, His Majesty the King of Iraq agrees to the retention of such British air forces as may be agreed upon for the period of this Treaty in two aerodromes to be chosen by agreement, to the west of the Euphrates, the Shatt-al-Arab, and on the air route between the Mediterranean Sea and the Persian Gulf.

"Similarly the King of Iraq undertakes to supply special guards from his forces to protect the above-mentioned aerodromes on condition that His Britannic Majesty shall pay for them. It being stipulated that the presence of British air forces shall in no circumstances be considered as a means for interference in the affairs of the country or as touching its sovereign rights."

"O."

"The present British air forces in 'Iraq shall evacuate, subject to the provisions of Article "K," their present stations during two years from the date of the coming into force of this Treaty. They shall evacuate Mosul before that date if this should be demanded by the 'Iraq Government for the purpose of replacing them by their own air forces."

NURI PASHA explained that his drafts did not conflict with the proposal that Mosul should be evacuated when the 'Iraq Air Force were ready to take over, and that as regards Hinaidi he did not understand why the decision to evacuate could not be taken at once instead of being postponed to 1937.

Sir FRANCIS HUMPHRYS said that he could not take this draft seriously. In the first place it was impossible to give definite dates in the Treaty; it was only possible to name periods after the coming into force of the Treaty. He could not agree that the proposal that Mosul should be evacuated before 1934 was consonant with the proposal that it should be evacuated when the High Contracting Parties agreed that the 'Iraq Air Force were ready to take over. In regard to Hinaidi, the proposal had been that the Royal Air Force should remain there for five years after the entry into force of the Treaty, and that they should be withdrawn during the following three years if the 'Iraq Government so desired.

NURI PASHA asked what was the reason for the five years' period.

Sir FRANCIS HUMPHRYS said that it was generally thought that the 'Iraq Government would need a little time to settle down, and might like to have an opportunity of deciding, say, in 1937, whether the Royal Air Force should not remain at Hinaidi.

NURI PASHA said that provided the Royal Air Force remained in central 'Iraq, somewhere on the air route and west of the Euphrates, the 'Iraq Government would be grateful if they could move as soon as possible.

Sir FRANCIS HUMPHRYS pointed out that a railway to the new site would be necessary before the materials for the buildings to be erected could be carried thither. A bridge over the Euphrates would also be required. In the meantime the alignment of the proposed trans-desert railway was a subject of dispute between interested parties and the site of the proposed base had still to be selected.

NURI PASHA said that there were two years before the Treaty came into force in which the alignment of the railway and the site of the new base could be determined. It would not take long after that to build, say, fifty miles of line. He wished to name some definite date for the evacuation of Hinaidi.

Sir FRANCIS HUMPHRYS asked whether the 'Iraq Government would still demand the evacuation of Hinaidi if the experts were unable to find a suitable alternative site in central 'Iraq.

NURI PASHA did not think it necessary to contemplate this possibility, but regarded the evacuation of Hinaidi as essential in any case.

Sir FRANCIS HUMPHRYS then informed King Feisal that he had received a reply from London on the point His Majesty had queried in the draft Preamble regarding the international obligations of His Britannic Majesty's Government. He explained that His Britannic Majesty's Government could not divest themselves of these obligations by means of a bilateral treaty with 'Iraq, and that consequently all that could be said in the Preamble was that it was recognized that all such international obligations should devolve on His Majesty the King of 'Iraq, and that the High Contracting Parties would take immediate steps as may be necessary to secure the transference to His Majesty the King of 'Iraq of these responsibilities. He produced a redraft of the relevant paragraph of the Preamble.

KING FEISAL accepted the redraft in principle, but asked what would happen if one of the other powers refused to release His Britannic Majesty's Government from their obligations.

Sir FRANCIS HUMPHRYS said that he did not know, but he thought the question would probably be referred to an international court.

NURI PASHA suggested that the inclusion of the provision that the High Contracting Parties would take steps to ensure the transference of these responsibilities to His Majesty the King of 'Iraq was unnecessary.

Sir FRANCIS HUMPHRYS did not agree. He considered that without this provision the draft would be open to objection.

KING FEISAL asked whether the international obligations could be stated or whether a list could be communicated to him with an assurance that it was a complete list. A list of such obligations had been furnished in 1924, in amplification of Article of the original Treaty, and another list had been furnished in London during the negotiations for the 1927 Treaty.

Sir FRANCIS HUMPHRYS said he saw no objection.

KING FEISAL said that the negotiations could not continue indefinitely. The 'Iraq Delegation had stated how far they were prepared to go and it must be understood that they could go no further.

Sir FRANCIS HUMPHRYS said that he did not understand what His Majesty was referring to; the question of British officials, for instance, had not even been discussed yet.

KING FEISAL said that he did not think that there was any question to discuss. It was agreed that the High Commissioner and the Prime Minister should discuss the question of the number of British officials to be retained between now and 1932. After that they had their contracts and he himself would protect their interests. There was no need to have anything in writing.

Sir FRANCIS HUMPHRYS said that this could be discussed later. In the meantime he must refer to London the question of the evacuation of Mosul and Hinaidi by the Royal Air Force. Although some progress had been made, he was disappointed that it had not been much greater. Whereas His Britannic Majesty's Government had originally demanded garrisons at Mosul and Hinaidi, as well as Shaibah, for the whole period of the Treaty, they were now offering to evacuate Mosul as soon as the 'Iraq Air Force could take over, and Hinaidi within eight years of the coming into force of the Treaty. In reply, Nuri Pasha merely put forward the impossible proposal that Mosul should be evacuated unconditionally and almost at once and that Hinaidi should be evacuated in 1934. It was extremely regrettable that the 'Iraq delegates still refused to accept His Britannic Majesty's Government's draft Article about the duration of the Treaty, and had even demurred to the grant of a permanent seaplane base at Basra. This was all the more inconsiderate and difficult to explain to His Britannic Majesty's Government, as it was perfectly obvious that 'Iraq could never be expected to take over the duties performed by British seaplanes in the Persian Gulf. He confidently hoped that he would soon receive the acceptance by the 'Iraq delegates of this reasonable proposal.

(The meeting broke up at 1 p.m.)

THIRTEENTH MEETING.

10.15 A.M., 20TH JUNE, 1930.

*Present :—**'Iraqi Delegation.*

H.M. KING FEISAL.

NURI PASHA AL SA'ID.

JA'FAR PASHA AL ASKARI.

Sir K. CORNWALLIS.

RUSTAM BEG HAIDAR (*Secretary*).*British Delegation.*

Sir FRANCIS HUMPHRYS.

Major YOUNG.

Sir R. BROOKE-POPHAM.

Mr. STURGES (*Secretary*).Mr. NIHILL (*temporarily*).

Sir FRANCIS HUMPHRYS drew attention to the fact that there was no Article in the draft Treaty containing judicial safeguards, and it was consequently necessary that the draft Judicial Agreement should be signed simultaneously with the Treaty. He had received further instructions from London which should enable final agreement to be reached forthwith. He had, with King Feisal's consent, asked Mr. Nihill to be present to assist in the discussion. He asked, first of all, whether the 'Iraq delegates wished draft Article vii to be omitted.

NURI PASHA replied, that it had been suggested that it should be left in for the present, but erased later when the provisions contained in it had been implemented. They would prefer, however, that it should be left out altogether, as there was no question of the necessary legislation not being introduced.

Sir FRANCIS HUMPHRYS said that, in that case, an exchange of Notes would be necessary. It was agreed that draft notes should be prepared by a drafting committee.

Sir FRANCIS HUMPHRYS also drew attention to minor drafting amendments that had been made in London in order to provide that the Agreement should be concluded as between the Heads of States. These were accepted by the 'Iraq delegates.

NURI PASHA asked if the fact that agreement had been reached as regards the text of the Judicial Agreement could be made public.

Sir FRANCIS HUMPHRYS said that he saw no objection provided that the draft notes to be exchanged were agreed upon. He then proceeded to explain certain suggestions put forward by His Britannic Majesty's Government regarding undertakings which it was advisable that 'Iraq should give to the League on applying for membership. He proposed that, if the 'Iraq delegates accepted the suggestions, they should be embodied in a draft, which would be initialled. The document would not, of course, be published, nor would it have any bearing on the Treaty negotiations.

KING FEISAL said that they accepted the suggestions in principle, but that they would like to have time to examine them a little more closely in relation to the procedure and powers of the Council of the League. It struck him, for instance, that unless some provision to the contrary was made, some power such as Persia might raise frivolous objections to proposed 'Iraq legislation which, as decisions of the Council must be unanimous, might indefinitely delay the enactment of such legislation. Was it necessary for this question to be settled immediately?

Sir FRANCIS HUMPHRYS said that it was important that it should not be overlooked; it had only been raised in 'Iraq's own interest in order to further her candidature for the League.

NURI PASHA said that if they could be given a draft containing the proposed undertakings they would examine it as soon as possible.

No other question was raised as to the text of the Judicial Agreement, which was accepted.

Mr. NIHILL then withdrew from the meeting.

Sir FRANCIS HUMPHRYS asked for the opinion of the 'Iraq delegates on the draft notes to be exchanged dealing with the status of the force of aerodrome guards to be created under Clause "T" of the Treaty. The drafts had been prepared and sent to the 'Iraq Delegation since the last meeting. It was not intended that they should be published.

JA'FAR PASHA said that he would prefer a definite maximum strength to be stated rather than a number of companies. He was interested to know only how many 'Iraqis should be enlisted.

Sir FRANCIS HUMPHRYS, after consulting the Air Officer Commanding, said that he saw no objection to omitting the number of companies and substituting "not more than 1,250 men, exclusive of British personnel."

JA'FAR PASHA agreed that this met his point. He then proceeded to query the sentence providing that the guards should protect the stores and materials of the Royal Air Force "wherever they may be." He claimed that this would give the British commander the power to place permanent garrisons in any part of 'Iraq. He suggested the introduction of the qualifying phrase "for training purposes."

Sir ROBERT BROOKE-POPHAM explained that he wished to have the power to send a guard to protect a machine that had force-landed in the desert, or to accompany a consignment of petrol, say, to Rutbah, without having to ask permission of the 'Iraq Government on every occasion. Such cases would not be covered by the term "training purposes."

After prolonged discussion Sir FRANCIS HUMPHRYS offered to amend the words "wherever they may be" to "wherever they may be from time to time for training or other purposes."

After further discussion in which both Nuri Pasha and Ja'far Pasha asked that "other purposes" might be defined, this amendment was eventually accepted by the 'Iraq delegates with the omission of the words "for training or other purposes."

JA'FAR PASHA said that with the above amendments he accepted the draft note as well as Clause "T" on behalf of the 'Iraqi Delegation.

" T."

" His Majesty the King of 'Iraq agrees to provide, at the request and at the expense of His Britannic Majesty and upon such conditions as may be agreed between the High Contracting Parties, special guards from his own forces for the protection of such aerodromes and seaplane bases as may, in accordance with the provisions of this Treaty, be occupied by the air forces of His Britannic Majesty, and to secure the enactment of such legislation as may be necessary for the fulfilment of the conditions referred to above."

Note.

" Sir,

I have the honour to inform you, with reference to Clause "T" of the Treaty which we have signed to-day, that the 'Iraq Government agree to the following arrangement for the special force of guards referred to in that Article. I do not anticipate that any legislation will be necessary

in order to ensure the smooth working of this arrangement, but if there is any point upon which it is found in practice that the existing law is insufficient for this purpose, the necessary legislation will be passed without delay:—

“(a) The force will be known as ————, and will consist of not more than 1,250 men, exclusive of British personnel.

“(b) Service in this force will be voluntary, and such service will exempt any member of the force from the provisions of any law for compulsory service.

“(c) The force will be under the command of a British Commanding Officer and the requisite number of subordinate British and Iraqi officers, all of whom will hold the commission of His Majesty the King of Iraq. The Commanding Officer will have the power to make rules regarding recruitment, enrolment, administration, nature of arms, equipment and clothing, method of training, rate of pay, and conditions of service.

“(d) With regard to discipline, the force, with the exception of the British officers, will be subject to Iraqi Military Law. The Commanding Officer and the subordinate British officers will be granted the necessary summary powers, and the Commanding Officer will have full discretion as to the convening and composition of Courts-martial. The sentences of Courts-martial of which the Commanding Officer is not a member will be confirmed by him. In cases in which the Commanding Officer is himself a member of the Court or in which the sentence imposed by the Court exceeds one year's imprisonment, confirmation of the sentence will be made by the Minister of Defence.

“(e) The primary duty of the force will be the protection of such aerodrome and seaplane bases in Iraq as may, with the consent of the Iraqi Government, be occupied by the Air Forces of His Britannic Majesty, and this duty will include the task of safeguarding the material and stores of His Britannic Majesty's forces in Iraq wherever they may be. For the purpose of carrying out these duties, the sole executive responsibility for which will rest with the Commanding Officer, the force will be placed at the entire disposal of the Air Officer Commanding.

“(f) It is understood that from time to time it may be necessary, in order that the above duties may be properly performed, that members of the force should receive orders from officers of His Britannic Majesty's Air Force. Such orders will normally be conveyed to the force through its own officers, but the Iraqi Government raise no objection in cases of necessity to such orders being given direct, and will take steps to ensure that in this case all members of the force shall be under an obligation to obey such orders, and that they shall enjoy the same immunities as if the orders had been given by an officer of the forces of His Majesty the King of Iraq. It is understood that any power of command over Iraqi forces which may be given to officers of His Britannic Majesty's Air Forces will only be exercised in relation to the special force.

“(g) The entire cost of the force will be met by His Britannic Majesty's Government.”

Sir FRANCIS HUMPHRYS drew attention to the fact that whereas an exchange of notes had originally been proposed, it was now intended that there should be one note only, which would take the form of an informal letter. This change had been made as it would have been necessary to publish notes formally exchanged, whereas he understood that the Iraqi delegates did not wish this note to be published. He pointed out that the assurance given in the original draft British Note had now been incorporated in condition (f) of the letter. The Iraqi delegates raised no objection.

Sir FRANCIS HUMPHRYS then turned to the text of the Treaty. As regards the Preamble, he explained that His Britannic Majesty's Government had agreed that the paragraph which was reproduced in Article “H” might be omitted. Also they proposed that the international obligations of His Britannic Majesty's Government in respect of Iraq should be dealt with in a separate Article of the Treaty which had been drafted as follows:—

“W.”

“The High Contracting Parties recognize that, upon the entry into force of this Treaty, all responsibilities devolving under the Treaties and Agreements referred to in Article 7 hereof upon His Britannic Majesty in respect of Iraq will, in so far as his Britannic Majesty is concerned, then automatically and completely come to an end, and that such responsibilities, in so far as they continue at all, will devolve upon His Majesty the King of Iraq alone. It is also recognized that all responsibilities devolving upon His Britannic Majesty in respect of Iraq under any other international instrument, in so far as they continue at all, should similarly devolve upon His Majesty the King of Iraq alone, and the High Contracting Parties shall immediately take such steps as may be necessary to secure the transference to His Majesty the King of Iraq of these responsibilities.”

KING FEISAL asked if he could be given a list of the international obligations in question.

Sir FRANCIS HUMPHRYS said that a list would be furnished before the Treaty was ratified. It would, however, take some time to prepare. In any case, the list made no difference to the statement of fact contained in the draft Article. The latter did not bind King Feisal to accept whatever His Britannic Majesty's Government considered to be their international obligations. If he disputed any item in the list it would no doubt be referred to an international court.

KING FEISAL said that lists of international obligations had been furnished by His Britannic Majesty's Government in 1924 and 1927 without difficulty. Had His Britannic Majesty's Government incurred any obligations additional to those? If so, could not they be told?

Sir FRANCIS HUMPHRYS said that he did not know why the list could not be furnished immediately, but that he could not see that it made any difference to the Article. The latter had only been included at His Majesty's request. Would he prefer it to be left out?

KING FEISAL replied in the negative. At the same time he said that he could not sign this Article without the list. He further argued that by agreeing to the admission of Iraq to the League, other Powers would automatically release His Britannic Majesty's Government from their obligations in respect of Iraq.

JA'FAR PASHA said that the difficulty was that there was no mention of the termination of the mandate in the Treaty, and they were afraid, therefore, that it might continue.

Sir FRANCIS HUMPHRYS assured the Iraqi delegates in categorical terms that when Iraq joined the League, the mandate would automatically come to an end entirely and that there was no possibility of its continuation in any form.

KING FEISAL asked whether this could be stated in the Treaty.

Sir FRANCIS HUMPHRYS said that he could see no objection, but at the same time there was no necessity for the restatement of an accepted and well-known fact.

NURI PASHA suggested that the assurance in question should be conveyed to him in an official letter by the High Commissioner, and that in reply he would state that the 'Iraq Government did not intend to ratify the Treaty until a list of the international obligations referred to in Clause "W" was furnished; these letters would be published with the Treaty.

Sir FRANCIS HUMPHRYS agreed to refer this solution to London and, subject to its acceptance, the Preamble and Articles "H" and "W" were agreed to by the 'Iraq delegates.

Sir FRANCIS HUMPHRYS pointed out minor amendments proposed by His Britannic Majesty's Government to the notes to be exchanged under Article "I," whereby the term "British" was amended to read "His Britannic Majesty's" in each case.

KING FEISAL accepted these amendments.

(The meeting adjourned at 1.15 p.m.)

(The meeting was resumed at 5 p.m.)

Sir FRANCIS HUMPHRYS read out the texts of the draft notes to be exchanged under Clause "W," which he proposed to telegraph to London for consideration by His Britannic Majesty's Government.

KING FEISAL asked whether the wording of the 'Iraq Note implied that the 'Iraq Government could dispute items which might appear in the list of obligations or that they merely had the right to see the list before ratification.

Sir FRANCIS HUMPHRYS said that the 'Iraq Note certainly did not imply acceptance of the list by the 'Iraq Government in advance.

KING FEISAL then approved of the drafts.

Sir FRANCIS HUMPHRYS enquired whether any progress had been made on the question of the undertakings to be given to the League by the 'Iraq Government in connection with the Judicial Agreement.

NURI PASHA said that they had further considered the matter and had come to the conclusion that it was not of great urgency and might be left for discussion in London if Sir Francis agreed.

Sir FRANCIS HUMPHRYS said that he had no objection, provided that Nuri Pasha discussed the question with his colleagues in Baghdad first of all, so that it would not be necessary for him to refer to them again from London.

Sir FRANCIS HUMPHRYS then produced Clauses "P," "Q," "U" and "V" of the Appendix, as amended after reference to London. In the case of Clause "P," he pointed out that all the 'Iraq amendments had been accepted.

NURI PASHA asked why the words "in pursuance of Article — of the present Treaty" had been amended to read "in pursuance of the present Treaty and its Annexure."

Sir FRANCIS HUMPHRYS explained that, as amended, the clause covered British officers of the military mission referred to in Clause "S." The wording of the Clause made it clear that it did not confer any privileges additional to those enjoyed by such officers at present. He understood, however, that British officers at present enjoyed certain privileges in jurisdictional matters which it was intended to continue.

NURI PASHA accepted the draft, which ran as follows:—

"P."

"Subject to any modifications which the two High Contracting Parties may agree to introduce in the future, the immunities and privileges in jurisdictional and fiscal matters, including freedom from taxation, enjoyed by the British forces in 'Iraq will continue to extend to the forces referred to in Clause 1 above, and to such of His Britannic Majesty's forces of all arms as may be in 'Iraq in pursuance of the present Treaty and its Annexure or otherwise by agreement between the High Contracting Parties, and the existing provisions of any local legislation affecting the armed forces of His Britannic Majesty in 'Iraq shall also continue. The 'Iraq Government will take the necessary steps to ensure that the altered conditions will not render the position of the British forces as regards immunities and privileges in any way less favourable than that enjoyed by them at the date of the entry into force of this Treaty."

Sir FRANCIS HUMPHRYS pointed out that in the final draft of Clause "Q" all the 'Iraq amendments had been incorporated and asked if the 'Iraq Delegation now accepted it.

JA'FAR PASHA said that he considered that the undertaking to "provide all possible facilities for the movement, training, and maintenance of the forces . . ." much too wide. It allowed the forces in question unrestricted liberty of movement all over 'Iraq, whereas the intention was that they should be restricted to certain bases.

Sir FRANCIS HUMPHRYS said that this question had already been discussed at great length, and that the 'Iraq Delegation had, at a meeting at which Ja'far Pasha was present, agreed to the wording in question provided that a subsequent clause regarding the carriage and storage of fuel and supplies which appeared in the earlier draft was omitted. This clause had now been omitted from the final draft, and he could not agree to the question which Ja'far had raised being reopened.

NURI PASHA accepted the final draft, which ran as follows:—

"Q."

"His Majesty the King of 'Iraq agrees to provide all possible facilities for the movement, training and maintenance of the forces referred to in Clause 1 above, and to accord to those forces the same facilities for the use of wireless telegraphy as those enjoyed by them at the date of the entry into force of the present Treaty."

Sir FRANCIS HUMPHRYS said that Clauses "R" and "S" had already been accepted. He pointed out that in Clause "S" it would now be necessary to omit the words "In accordance with Article of the Treaty and," as the Article referred to had been converted into Clause "U" of the Appendix.

NURI PASHA agreed.

Sir FRANCIS HUMPHRYS then asked the 'Iraq Delegation to accept the final draft of Clause "U," in which all the amendments which they had proposed had been incorporated.

(1223 C)

H

NURI PASHA accepted the draft, which ran as follows:—

"U."

"In view of the desirability of identity in training and methods between the 'Iraq and British armies, His Majesty the King of 'Iraq undertakes that, should he deem it necessary to have recourse to foreign military instructors, these shall be chosen from amongst British subjects. He further undertakes that any personnel of his forces that may be sent abroad for military training will be sent to military schools, colleges, and training centres in the territories of His Britannic Majesty, provided that this shall not prevent him from sending to any other country such personnel as cannot be received in the said institutions and training centres.

"He further undertakes that the armament and essential equipment of his forces shall not differ in type from those of the forces of His Britannic Majesty."

Sir FRANCIS HUMPHRYS then turned to the final draft of Clause "V." He explained that he had sent the 'Iraqi draft to London, and that the final draft which had been drawn up in London was based on the 'Iraqi draft and with alterations that amounted to little more than drafting amendments.

NURI PASHA asked why the words "in transit across 'Iraq" had been substituted for the words "from the Mediterranean Sea to the Persian Gulf."

Sir FRANCIS HUMPHRYS said that for one thing the Mediterranean Sea was not in 'Iraq, and consequently the definition was unsuitable; also, although, of course, the chance that any other route would ever be used was exceedingly remote, His Britannic Majesty's Government did not wish to be definitely restricted to this route. A treaty must cover all eventualities.

JA'FAR PASHA said that if they agreed to grant the forces of His Britannic Majesty transit across 'Iraq without any qualifications, they would have difficulties with their neighbours Persia, Turkey, and Syria. Moreover, people would say that they had given His Britannic Majesty's Government the right to move their troops all over the country. Ignorant people would suggest that His Britannic Majesty's Government wished to retain the right to send troops to Kurdistan, possibly to assist the Kurds against the 'Iraq Government. He quite realized that such interpretations were ridiculous, and that in point of fact His Britannic Majesty's Government had no intention of moving troops through 'Iraq except via the Persian Gulf, but if that was so, why should it not be so stated in this clause?

Sir FRANCIS HUMPHRYS said that neighbouring States would not object, as we could not, of course, move troops into their territories without their consent, except for purposes of war. He did not attach any importance to the possibility of ridiculous interpretations being placed on the clause such as Ja'far Pasha suggested. If they realized that, in fact, transit through 'Iraq would mean transit from the west to the Persian Gulf, why did they object to the wording proposed?

NURI PASHA said that, while they had always agreed that the forces of His Britannic Majesty's Government should have freedom of transit through 'Iraq along the line of His Britannic Majesty's air communications, they had never contemplated the whole of 'Iraq being available as a corridor for the passage of British forces. In effect, His Britannic Majesty's Government were now demanding the same facilities in time of peace as 'Iraq had agreed to give in time of war under Article "D." He would be unable to induce the Cabinet to accept such a provision—much less Parliament.

Sir FRANCIS HUMPHRYS said that he had referred the wording proposed by the 'Iraq Delegation to London and it had been definitely rejected and the wording "in transit across 'Iraq" substituted. This was a matter that concerned the Service departments in London, and he himself had no discretion in the matter. There was not time to refer to London again before King Feisal's departure. If, therefore, the 'Iraq Delegation could not accept the Clause as now drafted, it would be necessary to suspend the negotiations.

KING FEISAL said that this draft had been presented to them without warning. They were entirely unprepared for this new demand made by His Britannic Majesty's Government, which conflicted with the whole tenor of their previous negotiations. He asked permission to withdraw for a few moments to discuss the matter with his colleagues.

Sir FRANCIS HUMPHRYS agreed and the meeting was adjourned for 15 minutes.

On resumption, KING FEISAL said that they would accept the Clause as drafted, provided that a note was addressed to him by the High Commissioner explaining, that "transit across 'Iraq" in Clause "V," meant transit from 'Iraq's western frontier to the Persian Gulf.

Sir FRANCIS HUMPHREYS said that there was no difference between the solution now proposed by His Majesty and the amendment of the Clause in the sense desired, in fact the latter alternative was preferable, but as he had already explained, his instructions did not permit him to accept it. He went on to say that, in all the other clauses His Britannic Majesty's Government had accepted the amendments proposed by the 'Iraq Delegates; all the concessions should not come from one side. He could not understand why the 'Iraq delegates could not meet His Britannic Majesty's Government over this one unimportant point, on which he had never anticipated any difficulty.

KING FEISAL said that they had never anticipated any difficulty either. It could not be said that the difficulty had been created by the 'Iraq Delegation, who had been taken by surprise. They felt that if they accepted this Clause, it would remain a blot on the friendly relations between Great Britain and 'Iraq—a constant focus of suspicion. It must be remembered that the Treaty would probably survive many of those who had negotiated it. He suggested that they should leave this Clause and discuss the remaining clauses outstanding. Possibly, if they obtained concessions in the latter clauses, they might give way over this clause.

Sir FRANCIS HUMPHRYS said that he did not think it would serve any useful purpose to discuss the remaining questions if the 'Iraq Delegation were not prepared to give way on this point. After prolonged discussion it was agreed that a further attempt should be made on the following morning by private conversations to overcome the obstacles which had arisen.

(The meeting broke up at 8.30 p.m.)

Note.—Nearly the whole of 21st June was occupied by private discussions at the Residency with King Feisal and the Prime Minister, as the result of which they agreed in principle to accept Articles "G" and "K," and Clauses "O" and "V."

FOURTEENTH MEETING.

9.30 A.M., 22ND JUNE, 1930.

Present :—

'Iraqi Delegation.
H.M. KING FEISAL.
NURI PASHA AL SA'ID.
Sir K. CORNWALLIS.
RUSTAM BEG HAIDAR (*Secretary*).

British Delegation.
Sir FRANCIS HUMPHRYS.
Major YOUNG.
Sir R. BROOKE-POPHAM.
Mr. STURGES (*Secretary*).

Sir FRANCIS HUMPHRYS informed King Feisal that he understood that, as a result of private conversations that had taken place on the previous day, in the course of which revised drafts of Articles "K" and "G," and of Clause "O," approved by His Britannic Majesty's Government, had been communicated to His Majesty and Nuri Pasha, the difficulty which had been encountered at the last meeting was likely to be overcome. He asked His Majesty whether he was prepared to accept the revised draft of Article "G."

KING FEISAL said that he was reluctant to propose any amendment at so late a date, but he considered that the draft was deficient in the following points :— It did not state definitely that the Treaty would come to an end in 25 years, and it did not make it clear what "this matter" referred to in the last sentence.

Sir FRANCIS HUMPHRYS said that the statement that the Treaty "shall remain in force for a period of twenty-five years" indicated quite clearly that it would terminate at the end of that period, unless, of course, the 'Iraq Government agreed otherwise. As to the matter on which any disagreement, should it arise, would be referred to the League, this was clearly any particular matter arising out of the maintenance and protection of His Britannic Majesty's communications.

KING FEISAL said that the protection of His Britannic Majesty's communications through 'Iraq was already recognized as being in the common interests of both parties; it was, therefore, improper to suggest that disagreement might arise on this point. Disagreement could only arise as to the means by which the communications should be protected, and he would have preferred the Article to be worded accordingly.

Sir FRANCIS HUMPHRYS said that the wording of the draft was wider and could not, for reasons which he gave at length, be properly restricted to "the means of protection." In any case it was impossible to refer this to London again.

KING FEISAL adhered to his opinion that the draft could be improved upon, but said that they would accept it in the circumstances. The draft ran as follows :—

" G."

" This Treaty shall be ratified and ratifications shall be exchanged as soon as possible. Thereafter it shall come into force as soon as 'Iraq has been admitted to membership of the League of Nations.

" The present Treaty shall remain in force for a period of twenty-five years from the date of its coming into force. At any time after twenty years from the date of coming into force of this Treaty, the High Contracting Parties will, at the request of either of them, conclude a new Treaty which shall provide for the continued maintenance and protection in all circumstances of the essential communications of His Britannic Majesty. In case of disagreement in this matter the difference will be submitted to the Council of the League of Nations."

Sir FRANCIS HUMPHRYS asked what the views of the 'Iraq Delegation were on the draft Article "K" and Clauses "O" and "V."

NURI PASHA said that they were prepared to accept them on the understanding that certain doubtful points would be further explained when Sir Francis Humphrys had had an opportunity of consulting the experts in London. A possible alternative would be to sign the Treaty without the annexure, in which all the doubtful points occurred, leaving the latter to be signed in London.

Sir FRANCIS HUMPHRYS said that the second alternative was not practicable; if the first was adopted he would do his best in London to obtain assurances that would satisfy Nuri Pasha.

NURI PASHA said that it should be understood that if satisfactory assurances were not forthcoming on these points, there would probably be difficulties when the Treaty was submitted for ratification. In the first place Article "K" as now drafted, while it referred all through to air bases, referred to "Forces" and not "Air Forces." Could this be explained?

Sir FRANCIS HUMPHRYS said that the term "Forces" would, for instance, cover armoured cars attached to the air units. It was preferable not to use a term on which an unduly restricted interpretation might be placed.

NURI PASHA asked whether the meaning which His Britannic Majesty's Government attached to the word "Forces" in this Article could be further defined in a Note.

Sir FRANCIS HUMPHRYS undertook to do his best to satisfy Nuri Pasha on this point in London.

NURI PASHA asked whether the last words of the Article "shall not prejudice in any manner the sovereign rights of 'Iraq" could be amended to read "shall not in any manner constitute an occupation and will not prejudice in any way the sovereign rights of 'Iraq." This was the wording proposed in the case of the Egyptian Treaty, and it would be a great help to him if this small addition could be made.

Sir FRANCIS HUMPHRYS agreed to this amendment.

KING FEISAL said he would like to insert after "air bases selected by his Britannic Majesty" the words "in agreement with His Majesty the King of 'Iraq." He pointed out that His Britannic Majesty's Government might select part of the Basra Port lands for the seaplane bases, for instance; would they be compelled to give it to them in that case?

Sir ROBERT BROOKE-POPHAM explained that there was no intention of moving the site of the existing seaplane base at Basra, and that His Britannic Majesty's Government had already acquired the freehold of the land on which it was situated.

KING FEISAL, in view of this assurance, did not press his point, and draft Article "K" was accepted by the 'Iraq Delegation in the following form :—

" K."

" His Majesty the King of 'Iraq recognizes that the permanent maintenance and protection in all circumstances of the essential communications of His Britannic Majesty is in the common interest of the High Contracting Parties. For this purpose and in order to facilitate the discharge of the obligations of His Britannic Majesty under Article "D" above, His Majesty the King of 'Iraq undertakes to grant to His Britannic Majesty for the duration of the Alliance sites for air bases to be selected by His Britannic Majesty at or in the vicinity of Basra, and for an air base to be selected by His Britannic Majesty to the west of the Euphrates. His Majesty the King of 'Iraq further authorizes His Britannic Majesty to maintain forces upon 'Iraq territory at the above localities in accordance with the provisions of the Annexure of this Treaty, on the understanding that the presence of those forces shall not constitute in any manner an occupation and will in no way prejudice the sovereign rights of 'Iraq."

Sir FRANCIS HUMPHRYS then informed King Feisal that His Britannic Majesty's Government had agreed that he should write a note stating definitely that the mandatory obligations of His Britannic Majesty in respect of 'Iraq would terminate on the entry of 'Iraq into the League.

NURI PASHA asked whether it was possible at this late date to include this assurance in the Preamble. His colleagues in the Cabinet had shown considerable anxiety on this point, and they considered that public suspicion would be aroused if no mention of the termination of the mandate appeared in the Treaty.

Sir FRANCIS HUMPHRYS agreed to make the necessary insertion in the Preamble, the final version of which ran as follows:—

Preamble.

"His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Seas, Emperor of India.

"And His Majesty the King of 'Iraq.

"Whereas they desire to consolidate the friendship and to maintain and to perpetuate the relations of good understanding between their respective countries; and

"Whereas His Britannic Majesty undertook in the Treaty of Alliance signed at Baghdad on the thirteenth day of January, One thousand nine hundred and twenty-six of the Christian Era, corresponding to the twenty-eighth day of Jemadi-al-Ukhra, One thousand three hundred and forty-four Hijrah, that he would take into active consideration at successive intervals of four years the question whether it was possible for him to press for the admission of 'Iraq into the League of Nations; and

"Whereas His Majesty's Government in Great Britain informed the 'Iraq Government without qualification or proviso on the fourteenth day of September, One thousand nine hundred and twenty-nine, that they were prepared to support the candidature of 'Iraq for admission to the League of Nations in the year One thousand nine hundred and thirty-two, and announced to the Council of the League on the fourth day of December, One thousand nine hundred and twenty-nine, that this was their intention; and

"Whereas the mandatory responsibilities accepted by His Britannic Majesty in respect of 'Iraq will automatically terminate upon the admission of 'Iraq to the League of Nations; and

"Whereas His Britannic Majesty and His Majesty the King of 'Iraq consider that the relations which will subsist between them as independent sovereigns should be defined by the conclusion of a Treaty of Alliance and Amity;

"Have agreed to conclude a new Treaty for this purpose on terms of complete freedom, equality and independence, which will become operative upon the entry of 'Iraq into the League of Nations, and have appointed as their Plenipotentiaries:

"His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Seas, Emperor of India,

"For Great Britain and Northern Ireland;

"Lieutenant-Colonel Sir Francis Henry Humphrys, G.C.V.O., K.C.M.G., K.B.E., C.I.E., High Commissioner of His Britannic Majesty in 'Iraq; and

"His Majesty the King of 'Iraq;

"Nuri Pasha al Sa'id, C.M.G., D.S.O., Prime Minister and Minister for Foreign Affairs;

who having communicated their full powers, found in due form, have agreed as follows:—

Sir FRANCIS HUMPHRYS said that His Britannic Majesty's Government had also agreed that the 'Iraq Government should write a note in the following form, asking to be supplied with a list of the international obligations referred to in Article "W" before the Treaty was ratified:—

Note.

"With regard to the second paragraph of Article 8 of the Treaty, I have the honour to request that the 'Iraq Government may be furnished, in due course, with a complete list of the international instruments therein referred to in order that they may be acquainted with the texts of these instruments before the Treaty is presented by them to Parliament for ratification."

Sir FRANCIS HUMPHRYS asked whether the final draft of Clause "O" was accepted.

KING FEISAL asked that words might be inserted to provide that the strength of the forces referred to should be settled by agreement between the High Contracting Parties; a similar provision was contained in the existing Military Agreement.

Sir FRANCIS HUMPHRYS said that he could not agree to an amendment which would in effect enable His Majesty to object to the presence of any forces at all. Moreover, he could not find any provision of this nature in the existing Military Agreement.

KING FEISAL said that he would not press the point and Clause "O" was accepted by the 'Iraq Delegation in the following form:—

"O."

"The strength of the forces maintained in 'Iraq by His Britannic Majesty in accordance with the terms of Article 8 of this Treaty shall be determined by His Britannic Majesty from time to time, after consultation with His Majesty the King of 'Iraq.

"His Britannic Majesty shall maintain forces at Hinaidi for a period of five years after the entry into force of this Treaty, in order to enable His Majesty the King of 'Iraq to organize the necessary forces to replace them. By the expiration of that period the said forces of His Britannic Majesty shall have been withdrawn from Hinaidi. It shall also be open to His Britannic Majesty to maintain forces at Mosul for a maximum period of five years from the entry into force of this Treaty. Thereafter it shall be open to His Britannic Majesty to station his forces in the localities mentioned in Article 5 of this Treaty, and His Majesty the King of 'Iraq will grant to His Britannic Majesty, for the duration of the Alliance, leases of the necessary sites for the accommodation of the forces of His Britannic Majesty in these localities."

Sir FRANCIS HUMPHRYS asked whether the 'Iraq Delegation had reached any conclusion regarding Clause "V."

NURI PASHA said that they were prepared to accept the Clause, as drafted, on the understanding that Sir Francis Humphrys would address him a note after consulting the experts in London, explaining what His Britannic Majesty's Government meant by the term "transit across 'Iraq."

Sir FRANCIS HUMPHRYS undertook to do this, and Clause "V" was therefore accepted by the 'Iraq Delegation in the following form:—

"V."

"His Majesty the King of 'Iraq agrees to afford, when requested to do so by His Britannic Majesty, all possible facilities for the movement of the forces of His Britannic Majesty of all arms in transit across 'Iraq, and for the transport and storage of all supplies and equipment that may be required by those forces during their passage across 'Iraq. These facilities shall cover the use of the roads, railways, waterways, ports, and aerodromes of 'Iraq, and His Britannic Majesty's ships shall have general permission to visit the Shatt-al-Arab, on the understanding that His Majesty the King of 'Iraq is given prior notifications of visits to 'Iraq ports."

Sir FRANCIS HUMPHRYS then produced a draft identical note regarding outstanding financial questions which had originally been drafted as Article "M."

KING FEISAL said that he could see no necessity for a provision of this kind. Financial questions between the two countries must obviously be settled, but there was no need to include an Article of this kind in a treaty between independent allied States.

NURI PASHA asked why the outstanding financial questions should not be specified. There were only two, the Railways and the Port of Basra.

Sir FRANCIS HUMPHRYS said that it was always preferable to use a wider term instead of a more restricted one, but as the 'Iraqi delegates evidently felt strongly on this point, he agreed to insert words in the note defining the outstanding questions as the Railway and the Port of Basra, without omitting the words "and those which it is necessary to settle for the purpose of the operation of the Treaty and its Annexure."

NURI PASHA then accepted the draft note, which ran as follows:—

Identical Note.

"In connexion with the Treaty signed by us to-day I have the honour to place on record that it has been agreed that all outstanding questions, *i.e.*, those relating to the 'Iraq Railways and the Port of Basra and those which it is necessary to settle for the purpose of the operation of the Treaty and of its Annexure, shall form the subject of a separate agreement which shall be concluded as soon as possible, and which shall be deemed an integral part of the present Treaty and shall be ratified simultaneously therewith."

NURI PASHA asked whether Article "H" could be strengthened by substituting the word "cancel" for "take the place of." He argued that the existing Treaty had been described as taking the place of the Mandate, and yet the Mandate had persisted.

Sir FRANCIS HUMPHRYS pointed out that the Article went on to say that the Treaties in question would "cease to have any effect." This was the strongest legal phraseology that could be used in English. If the corresponding Arabic term had not the same force, let them use a stronger, but it was unnecessary to amend the English version.

Sir FRANCIS HUMPHRYS read out Article "N," which was accepted in the following form:—

"N."

"The Annexure hereto shall be regarded as an integral part of the present Treaty."

NURI PASHA asked whether Article "C" might not be brought into line with the corresponding article in the Egyptian proposals. This would involve the omission of the first sentence. Otherwise he would be asked the reason for the difference.

Sir FRANCIS HUMPHRYS said that it was impossible to begin redrafting all the articles that had been agreed to. He suggested that it might draw less attention to the difference from the Egyptian draft if Articles "A" and "C" were combined in one Article.

NURI PASHA accepted this alteration.

Sir FRANCIS HUMPHRYS then produced draft Article "L" regarding British officials, which he pointed out was very much more favourable to 'Iraq than the corresponding draft in the Egyptian Proposals and, in fact, did not bind the 'Iraq Government to employ a single British official.

KING FEISAL said that he saw no necessity for such an Article in an agreement between two allied States, and he considered it improper that it should include a provision binding the 'Iraq Government to fulfil contracts into which it had entered with British officials.

Sir FRANCIS HUMPHRYS said that this was necessary, because the contracts had arisen out of the Treaty of 1922, which would elapse.

NURI PASHA pointed out that the British Officials Agreement provided that the contracts would continue in force even after the expiration of the Treaty. He further enquired why British officials could only be appointed in agreement with His Britannic Majesty's Government.

Sir FRANCIS HUMPHRYS said that it was necessary for His Britannic Majesty's Government to protect 'Iraq, in the interests of friendly relations between the two countries, from engaging the services of British subjects who might be men of bad character or lacking the proper qualifications.

NURI PASHA said that the responsibility would be with the 'Iraq Government, and he could not see how His Britannic Majesty's Government were concerned.

Sir FRANCIS HUMPHRYS said we are closely concerned, as the employment of an undesirable British subject might cause grave harm to the relations between the two countries; he gave instances from his own experience where similar circumstances had resulted in serious estrangement between two States.

NURI PASHA said that His Britannic Majesty's Government could stop undesirables from coming to 'Iraq without it being necessary to include a provision of this nature in the Treaty.

Sir FRANCIS HUMPHRYS said they could not do so without the agreement of the 'Iraq Government.

NURI PASHA said that he could not agree to the inclusion of this Article in the Treaty. He would be prepared, however, to write a note.

Sir FRANCIS HUMPHRYS redrafted the Article in the form of the following note, which he said that he would be prepared to accept in place of the article:—

Note.

"In view of the close friendship and alliance between the High Contracting Parties, His Majesty the King of 'Iraq will normally engage British subjects when in need of the services of foreign officials. Such officials will be selected by agreement between the High Contracting Parties.

"Nothing in these proposals shall affect the validity of the contracts concluded and in existence between the 'Iraq Government and British officials which shall be maintained."

NURI PASHA wished to insert words to the effect that the 'Iraq Government had complete freedom to engage foreign officials of any nationality, while agreeing normally only to employ British officials. He also wished to omit from the note any mention of agreement or consultation between the two Governments.

Sir FRANCIS HUMPHRYS said that it was essential to mention this point in the note. As he was unable to convince Nuri Pasha on this point, and as time was pressing, he suggested that it should be left for further discussion between himself and Nuri Pasha that evening. All the Articles of the Treaty and all the Clauses of the Annexure were now agreed upon, also all the notes to be exchanged with this one exception. He did not think, therefore, that a further meeting would be necessary. He congratulated King Feisal on the success of the negotiations and thanked His Majesty and the other members of the 'Iraq Delegation for the very courteous and friendly spirit which they had shown throughout.

KING FEISAL said that he felt sure that no Treaty conversations had ever been conducted with greater frankness, cordiality, and understanding, and he asked Sir Francis Humphrys to convey to His Britannic Majesty's Government his thanks for having met the 'Iraq points of view in such a liberal spirit.

(The meeting broke up at 2.15 p.m.)

NOTE.—At a private meeting at the Residency, which lasted from 7 to 8.15 p.m., the PRIME MINISTER remained obdurate and insisted on the insertion of a sentence affirming the complete freedom of the 'Iraq Government to engage foreign officials of any nationality. Sir FRANCIS HUMPHRYS pointed out that this would give a wrong turn to the article or note, and was unacceptable. He offered to redraft without altering the substance or intention of the original draft. The meeting broke up without result.

Printed for the use of the Colonial Office

Middle East No. 38

Papers relating to the Middle Eastern Services portion of the Estimate of the Colonial and Middle Eastern Services Vote, 1931

(In continuation of Middle East No. 33; continued by Middle East No. 45)

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Middle East
No. 38

Papers relating to the Middle
Eastern Services portion of the
Estimate of the Colonial and
Middle Eastern Services Vote,
1931

(In continuation of Middle East No. 33; continued by Middle East No. 45)

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(In continuation of Middle East No. 33; continued by Middle East¹No. 45)

Table of Contents.

ESTIMATES, 1931.

	PAGE
I. Middle Eastern Services Parliamentary Vote	1
II. Details of Services :—	
1. Sub-head I.3.—High Commissioner, Salaries and Expenses	7
2. Sub-head J.2.—Trans-Jordan Frontier Force ..	18
3. Sub-head J.3.—Trans-Jordan Administration ..	27
III. Correspondence, with Subject Index	58

PAPERS

relating to the

MIDDLE EASTERN SERVICES

portion of the

COLONIAL AND MIDDLE EASTERN SERVICES VOTE 1931.

I.—PARLIAMENTARY VOTE.

	1931.	1930.	Increase.	Decrease.
	£	£	£	£
Middle Eastern Services.				
<i>'Iraq.</i>				
I.1.—Defence	224,000	251,000	—	27,000
I.2.—Boundary Commission	3,000	500	2,500	—
I.3.—High Commissioner, Salaries and Expenses	45,650	22,850*	22,800	—
I.4.—Contribution to 'Iraq Government to assist in the maintenance of the 'Iraq Army (Grant-in-Aid) ...	61,000	60,000	1,000	—
I.5.—Maintenance of 'Iraq Levies ...	189,000	190,000	—	1,000
I.6.—'Iraq Levies, Disability Compensation, &c.	500	500	—	—
<i>British Officials—Compensation (Re-vote)</i>	—	250	—	250
<i>Acquisition of Land adjoining the Residency, 'Iraq</i>	—	22,000	—	22,000
Total for 'Iraq ... £	523,150	547,100	26,300	50,250

* £1,750 transferred to Sub-head L.

	1931.	1930.	Increase.	Decrease.
	£	£	£	£
<i>Palestine and Trans-Jordan.</i>				
J.1.—Defence	173,250	216,000	—	42,750
J.2.—Trans-Jordan Frontier Force (Grant-in-Aid)	141,000	175,000	—	34,000
J.3.—Contribution to Expenses of Trans-Jordan Administration (Grant-in-Aid)	92,500	84,000	8,500	—
Total for Palestine and Trans-Jordan £	406,750	475,000	8,500	76,750
<i>Arabia.</i>				
K.—Aden	60,000	59,750	250	—
<i>L.—Telegrams, &c., on Middle Eastern Services</i>				
	4,000	1,950	2,050	—
Gross Total ... £	993,900	1,083,800	37,100	127,000
<i>Deduct—</i>				
M.—Appropriations-in-Aid	70,800	90,600	19,800	—
Net Total ... £	923,100	993,200	56,900	127,000

Net Decrease .. £70,100

Of the gross total of £993,900 for Middle Eastern Services for 1931, savings amounting to £43,000 were, in February, 1932, made available to meet supplementary provision required for Colonial Services (H.C. 14 of 1931-32). The Sub-heads under which these savings were made were as follows:—

	1931.	1930.
	£	£
Sub-head I.2.—Boundary Commission	2,000	
„ I.4.—Contribution to 'Iraq Government, &c	2,800	
„ I.5.—Maintenance of 'Iraq Levies	19,000	
„ J.1.—Defence	15,000	
„ J.2.—Trans-Jordan Frontier Force	3,200	
„ K.—Aden	1,000	
Total ...	£43,000	
<i>APPROPRIATIONS-IN-AID:</i>		
Miscellaneous receipts in connexion with Sub-head I.3	1,800	600
Sales of buildings, stores, equipment, &c., fines, &c., in connexion with Sub-head I.5	500	1,000
Contribution from Palestine revenues towards the cost of Defence. (See Sub-head J.1.)	55,000	75,000
Contribution by Government of India in respect of expenditure on Aden (£13,300) and receipts in connexion with Protectorate Tribal Levies (£200). (See Sub-head K.)	13,500	14,000
	£70,800	£90,600

EXTRA RECEIPTS PAYABLE TO HIS MAJESTY'S EXCHEQUER (CASH):

	£
Port of Basrah.—Interest and sinking fund on account of assets taken over by the Port Authority	37,862
Trans-Jordan.—Interest and sinking fund contributions on loans in connexion with the repair of earthquake damage	2,590
Kantara-Rafa Railway.—Share of profits (on account)	7,000
Kamaram Quarantine Station.—Repayment on account of advances...	1,125
Aden.—Sales of arms and ammunition to Protectorate tribes	200
Total Receipts	£48,777

DETAILS.

'Iraq.

	1931.	1930.
	£	£
I.1.—DEFENCE:		
This provision represents the excess cost of the British forces stationed in 'Iraq over the cost of such forces if stationed in Great Britain, and is payable to the Air Ministry	219,000	239,000
Balance of cost of Indian troops lately employed in 'Iraq payable to Government of India	5,000	12,000
Total for Defence	£224,000	£251,000

I.2.—BOUNDARY COMMISSION:

Estimated sum required as the balance of the cost to Imperial Funds of a Commission to determine the boundary between British and French Mandatory Territories in Syria, Palestine, and 'Iraq, in accordance with Article II. of the Anglo-French Convention of 23rd December, 1920 (Cmd. 1195). This balance will be required owing to the postponement of work on the 'Iraq section. One-half of the British share of the total cost will be met from 'Iraq revenues

£3,000 £500

I.3.—HIGH COMMISSIONER, SALARIES AND EXPENSES:

Prior to 1st April, 1931, His Majesty's Government made a contribution of one-half of the salaries and incidental expenses of the High Commissioner and his personal and political staff (including contributions in respect of a Provident Fund), in accordance with the provision of Article XIII of the Financial Agreement made under the Treaty with King Feisal (Cmd. 2120). As from 1st April, 1931, His

Majesty's Government has agreed to bear the whole cost of the High Commission, made up as follows :—

Numbers.	1931.		£	£
1	High Commissioner	... (£2,000 and £4,750 (a))	6,750	
1	Private Secretary	... (Rs. 900 a month)	810	
1	Aide-de-Camp	... (Rs. 800 „)	720	
1	Counsellor	... (£3,000)	3,000	
1	Financial Secretary	(Rs. 1,500—Rs. 100—Rs. 2,300 a month)	2,042	
1	Political Secretary	(Rs. 1,550—Rs. 100—Rs. 2,300 „)	1,908	
1	Legal Secretary	(Rs. 1,500—Rs. 100—Rs. 2,300 „)	1,699	
1	Oriental Secretary	(Rs. 1,300—Rs. 100—Rs. 1,800 „)	1,582	
1	Consular Secretary	(Rs. 1,000—Rs. 1,800 „)	1,485	
1	Political Attaché	... (Rs. 540 „)	486	
1	Registrar	... (Rs. 500—Rs. 950 „)	855	22,850
4	British Clerks (b)	... (Rs. 400—Rs. 600 „)	2,106	(c)
1	Head Translator	(Rs. 500—Rs. 25—Rs. 700 „)	622	
1	Head Record Keeper	(Rs. 400—Rs. 20—Rs. 500 „)	399	
5	Clerks—Grade 1	(Rs. 315—Rs. 15—Rs. 405 „)	1,757	
6	„ Grade 2	(Rs. 240—Rs. 15—Rs. 300 „)	1,421	
12	„ Grade 3	(Rs. 190—Rs. 10—Rs. 230 „)	2,339	
4	„ Grade 4	(Rs. 140—Rs. 10—Rs. 180 „)	602	
1	British Chauffeur	(Rs. 450—Rs. 20—Rs. 650 „)	579	
35	Subordinate and menial staff	... ..	1,990	
—	Miscellaneous expenditure, including cost of substitute of Financial Secretary whilst on leave (£1,100); maintenance of Residency Building and Plant (£2,737); Rent and maintenance of quarters for staff (£1,838); Provident and Service Gratuity Funds and pension contributions (£3,190); travelling and incidentals (£3,633)		12,498	
80	Total for High Commissioner, Salaries, &c. ...		£45,640	£22,850

(a) Frais de représentation or foreign allowance; not taxable.

(b) One of these clerks receives an allowance of Rs. 50 a month.

(c) Represents a contribution by H.M. Government and equivalent to a moiety of the cost of the High Commission.

I.4.—CONTRIBUTION TO 'IRAQ GOVERNMENT' TO ASSIST IN THE MAINTENANCE OF THE 'IRAQ ARMY (GRANT-IN-AID) :

Contribution at the rate of Rs. 8 lakhs per annum, of which it is estimated that a sum of £55,000 will fall due for payment in the course of the year 1931, together with a sum of £6,000 to provide for the balance of the contribution payable in respect of the cost to the 'Iraq Government of the British officers employed in the 'Iraq Army in the year 1930.

Expenditure out of the Grant-in-Aid will not be accounted for in detail to the Comptroller and Auditor-General. Any balance of the sum issued which may remain unexpended at 31st March, 1932, will not be liable to surrender to the Exchequer

1931.	1930
£	£
£61,000	£60,000

I.5.—MAINTENANCE OF 'IRAQ LEVIES :

1931.	1930.
£	£

This force is under the orders of the Air Officer Commanding and is distinct from the 'Iraq Army, in respect of which a grant is provided under Sub-head I.4. The sum provided represents the cost of maintaining the force at an estimated total strength on 1st April, 1931, of 1,854. The organization of this force, with the consequent release of British and Indian troops, has resulted in a large net saving

£189,000 £190,000

I.6.—'IRAQ LEVIES, DISABILITY COMPENSATION, &C. :

Disability compensation and retired pay to British personnel lately serving with the 'Iraq Levies ...

£500 £500

Palestine and Trans-Jordan.

J.1.—DEFENCE :

Provision for the excess cost of the British Forces in Palestine and Trans-Jordan over the cost of such Forces at their normal stations, payable to the War Office and Air Ministry.

It has been decided that the Palestine Government shall in principle be liable for the whole of the excess cost of the Army troops stationed in Palestine and a moiety of the excess cost of the Royal Air Force stationed in Palestine and Trans-Jordan, and also the capital cost of works services in Palestine for both Forces. The other moiety of the excess cost of the Royal Air Force, together with the capital cost of works services in Trans-Jordan, will be borne by His Majesty's Government.

Repayments by the Palestine Government will be determined with regard to that Government's ability to pay—see Sub-head M.

£173,250 £216,000

J.2.—TRANS-JORDAN FRONTIER FORCE (GRANT-IN-AID):

This provision is a contribution towards the cost of the Trans-Jordan Frontier Force, which is available for duty in both Palestine and Trans-Jordan.

The estimated total expenditure during the calendar year 1931 for a force of 939 is £206,700, including £21,245 of a capital and non-recurrent nature. The expenditure will be met from the funds of the Palestine Government with the assistance of a contribution calculated on the basis of three-quarters of the cost of the recurrent expenditure on the Force and the whole cost of the capital expenditure in Trans-Jordan territory.

Expenditure out of this Grant-in-Aid will not be accounted for in detail to the Comptroller and Auditor-General, but he will be furnished by the Colonial Office with the audited accounts and with any report of the Director of Colonial Audit thereon. Any balance of the sum issued which may remain unexpended at 31st March, 1932, will not be liable to surrender to the Exchequer, but will be liable to eventual adjustment in the light of the audited accounts for 1931

£141,000 £175,000

J.3.—CONTRIBUTION TO EXPENSES OF TRANS-JORDAN ADMINISTRATION (GRANT-IN-AID):

	1931. £	1930. £
	£92,500	£84,000

The expenditure out of this Grant-in-Aid will not be accounted for in detail to the Comptroller and Auditor-General, but he will be furnished by the Colonial Office with the audited accounts and with any report of the Director of Colonial Audit thereon. Any balance of the sum issued which may remain unexpended at 31st March, 1932, will not be liable to surrender to the Exchequer ...

Arabia.

K.—ADEN:

Before 1st April, 1927, Aden was administered by the Government of India, but as from that date responsibility for the political and military administration of Aden was vested in His Majesty's Government in Great Britain. Military expenditure other than on the local force is borne on Army and Air Votes with a contribution from India. The provision of £60,000 represents:—

I. Contributions by His Majesty's Government in Great Britain to the Government of India in respect of:—

(a) Civil services connected with the Protectorate (as distinct from the Settlement, for which India remains responsible) including non-effective charges and a contribution to the civil hospital, £1,500 ...	5,950	5,650
(b) Police, including temporary force pending the training of the permanent force and share of cost of capital works ...	19,397	18,000

II. Expenditure in connexion with the Protectorate for which His Majesty's Government in Great Britain is wholly responsible:—

(a) Protectorate Tribal Levies ...	18,800	18 250
(b) Second Assistant Resident and Protectorate Secretary (£800—£25—£1,000 inclusive)*	1,190	1,190
Political Officer ... (£900 inclusive)†	1,485	1,485
Pension contribution (£490) and cost of leave passages (£175) ...	665	702
(c) Expenditure on Protectorate Chiefs ...	11,680	13,258
(d) Mission at Hodeidah ...	250	250
(e) Miscellaneous expenses ...	583	965

Total for Aden ... £60,000‡ £59,750

L.—TELEGRAMS, &C., ON MIDDLE EASTERN SERVICES:

Telegrams from 'Iraq ...	3,500	1,750
Conveyance of Colonial Office bags to and from the Middle East by the England-India Air Line ...	500	200
Total for Telegrams, &c. ...	£4,000	£1,950

* Receives local allowance of £100 and conveyance allowance £90.

† Receives local allowance £180, personal allowance £180, and consolidated travelling allowance £225.

‡ A contribution, estimated at £13,300, will be made by the Government of India of one-third of the expenditure under this Sub-head excluding police and Mission at Hodeidah. (See Sub-Head M. Appropriations-in-Aid.)

C. 78442/30 [No. 4].

II.—DETAILS OF SERVICES.

1. Sub-head I.3.—High Commissioner's Salaries and Expenses.

Enclosure in No. 24.

'IRAQ—ESTIMATES OF SUMS REQUIRED FOR HIGH COMMISSIONER'S SALARIES AND EXPENSES, 1931-1932.

Numbers.		Service.	Provision.		Difference.		Expenditure to 30th September, 1930. Rs.	Explanation or Remarks.		
Item.	1930-1931-1932.		1930-31. Rs.	1931-32. Rs.	+ Rs.	- Rs.				
VOTE I.—SALARIES.										
1	1	1	H.E. the High Commissioner	...	75,000	37,500	—	37,500. 0		
2	{	—	Frais de représentation	...	15,000	52,500	37,500	{ 7,500. 0		
		—	Entertainment Allowance	...						
3	1	1	Private Secretary	...	10,800	10,800	—	4,790. 5		
4	1	1	Aide-de-Camp	...	9,600	9,600	—	4,867. 10		
5	1	1	Counsellor	...	40,000	40,000	—	19,999. 14		
6	1	1	Financial Secretary	...	26,020	27,220	1,200	—	Normal increment.	
7	1	1	Political Secretary	...	24,240	25,440	1,200	—	Normal increment.	
8	1	1	Legal Secretary	...	21,450	22,650	1,200	—	Normal increment.	
9	1	1	Oriental Secretary	...	19,900	21,100	1,200	—	Normal increment.	
10	1	1	Consular Secretary	...	18,600	19,800	1,200	—	Normal increment.	
11	1	1	Registrar	...	11,175	11,400	225	—	5,475. 0	
12	—	—	Leave arrangements	...	2,000	—	—	2,000	—	
13	—	—	Provision to cover revision of salary in consequence of change to full liability for British Income Tax	...	—	15,000	15,000	—	—	
Total to Summary					...	2,73,785	2,93,010	58,725	39,500	1,34,306. 2
Separate reference is being made on this subject.										

IRAQ—ESTIMATES OF SUMS REQUIRED FOR HIGH COMMISSIONER'S SALARIES AND EXPENSES, 1931-1932.

Item.	Numbers.		Service.	Provision.		Difference.		Expenditure to 30th Septem- ber, 1930.	Explanation or Remarks
	1930-1931.	1931-1932.		1930-31. Rs.	1931-32. Rs.	+	-		
						Rs.	Rs.	Rs.	
			BRITISH CLERKS (Rs. 400—25—600).						
14	1	1	Superintendent, Confidential Section ...	7,200	7,200	—	—	3,600. 0	
			 Charge Allowance	600	600	—	—	300. 0	
15	2	2	Cypher Clerks.—(1)	6,775	7,075	300	—	2,900. 0	Normal Increment.
			(2)	5,825	6,000	175	—	2,866.15	Normal Increment.
16	1	1	Stenographer	7,150	7,200	50	—	3,550. 0	Normal Increment.
			Total to Summary	27,550	28,075	525	—	13,216.15	

IRAQ—ESTIMATES OF SUMS REQUIRED FOR HIGH COMMISSIONER'S SALARIES AND EXPENSES, 1931-1932.

Item.	Numbers.		Service.	Provision.		Difference.		Expenditure to 30th Septem- ber, 1930.	Explanation or Remarks
	1930-1931.	1931-1932.		1930-31. Rs.	1931-32. Rs.	+	-		
						Rs.	Rs.	Rs.	
			OFFICE ESTABLISHMENT.						
17	1	1	Political Attaché	6,480	6,480	—	—	3,240. 0	
18	1	1	Head Translator	8,000	8,300	300	—	3,956.11	Normal increment.
19	1	1	Head Record Keeper	5,080	5,320	240	—	2,520. 0	Normal increment.
			GRADE I CLERKS (Rs. 315—15—405).						
20	1	1	Consular Clerk	5,040	4,860	—	180	2,430. 0	Suggested revision of grading not proceeded with.
21	1	1	Head Typist	4,455	4,635	180	—	2,205. 0	Normal increment.
22	1	1	Head Despatch Clerk	4,560	4,740	180	—	2,080.10	Normal increment.
23	1	—	Librarian and Draftsman	3,780	—	—	3,780	1,800. 0	Post abolished.
			GRADE II CLERKS (Rs. 240—15—300).						
24	2	2	Record Clerks—(1)	3,105	3,285	180	—	2,040. 0	Normal increment.
			(2)	3,600	3,000	—	600	900. 0	Change in incumbency.
25	1	1	Confidential Clerk	2,880	2,880	—	—	1,380. 0	At present filled by Grade III Clerk on maximum. Promotion of Clerk to Grade II is under consideration.
26	1	1	Stenographer	3,600	3,000	—	600	372. 8	Change in incumbency.
27	1	1	Translator	3,000	3,180	180	—	1,440. 0	Normal increment.
28	1	1	Confidential Typist	3,600	3,600	—	—	1,800. 0	
			Total to Summary	57,180	53,280	1,260	5,160	26,164.13	

IRAQ—ESTIMATES OF SUMS REQUIRED FOR HIGH COMMISSIONER'S SALARIES AND EXPENSES, 1931-1932

Numbers.			Service.	Provision.		Difference.		Expenditure to 30th September, 1930.	Explanation or Remarks.
Item.	1930-1931.	1932.		1930-31. Rs.	1931-32. Rs.	+ Rs.	- Rs.		
GRADE III CLERKS (Rs. 190—10—230).									
29	2	2	Despatch Clerks—(1)	2,760	2,760	—	—	1,380. 0	At present filled by Grade IV Clerk on maximum.
			(2)	2,310	2,310	—	—	1,080. 0	
30	5	5	General Clerks—(1)	2,760	2,760	—	—	1,380. 0	Normal increment.
			(2)	2,760	2,760	—	—	1,380. 0	
			(3)	2,670	2,760	90	—	1,320. 0	
			(4)	2,760	2,760	—	—	1,380. 0	
			(5)	2,280	2,280	—	—	1,070. 0	
31	4	3	Typists—(1)	2,280	2,280	—	—	1,082. 5	At present filled by Grade IV Clerk on maximum.
			(2)	2,760	2,760	—	—	1,380. 0	Normal increment.
			(3)	2,600	2,720	120	—	1,273.14	
			(4)	2,480	—	—	2,480	960. 0	
GRADE IV CLERKS (Rs. 140—10—180).									
32	1	2	General Clerks	2,160	2,160	—	—	1,080. 0	Brought down from Item 31.
					2,160	2,160	—		Normal increment.
33	1	1	Typist and Translator (2)	1,800	1,920	120	—	900. 0	
34	—	1	Telephone Operator Clerk	—	1,780	1,780	—	729. 6	New post approved in Colonial Office despatch No. 430 dated the 12th of September, 1930 * Post approved in Treasury letter, E.16894, 28th May, 1930. Salary since revised on recommendation of the High Commissioner.
Total to Summary				32,380	34,170	4,270	2,480	16,395. 9	

* C. 78311/30 [No. 1]: not printed.

IRAQ—ESTIMATES OF SUMS REQUIRED FOR HIGH COMMISSIONER'S SALARIES AND EXPENSES, 1931-1932.

Item.	Numbers.			Service.	Provision.		Difference.		Expenditure to 30th September, 1930.	Explanation or Remarks.	
	1930-1931.	1931-1932.			1930-31. Rs.	1931-32. Rs.	+ Rs.	- Rs.			
ACCOUNTS ESTABLISHMENT.											
35	1	1	Cashier (Grade I)...	...	...	4,260	4,440	180	—	2,104. 0	Normal increment.
36	1	1	Accounts Clerk (Grade I)	...	...	4,575	4,755	180	—	2,250. 0	Normal increment.
37	1	1	Accounts Clerk (Grade III)	...	...	2,280	2,280	—	—	1,046. 0	At present filled by Grade IV Clerk on maximum.
38	1	1	Assistant Cashier (Grade III)	...	...	2,760	2,760	—	—	920. 0	
39	2	2	Daftries—(1 @ Rs. 150)	...	...	2,520	2,520	—	—	900. 0	
			(1 @ Rs. 60)	...	...					360. 0	
Rs. 210											
40	1	1	Storekeeper	...	...	960	960	—	—	480. 0	
41	13	10	Qawasses	...	...	6,826	5,340	—	1,486	3,419. 0	Reduction in establishment in consequence of rebuilding of offices.
42	1	1	Coffeeman	...	...	600	600	—	—	288. 0	
43	2	2	Sweepers	...	...	1,080	840	—	240	390. 0	Elimination of overhead charges previously paid to the Health authorities.
44	1	1	Night Watchman	...	...	720	720	—	—	360. 0	
45	1	1	Car and Launch Driver (Office)	...	...	1,200	1,200	—	—	600. 0	
Total to Summary						27,781	26,415	360	1,726	13,117. 0	

IRAQ—ESTIMATES OF SUMS REQUIRED FOR HIGH COMMISSIONER'S SALARIES AND EXPENSES, 1931-1932.

Item.	Numbers.		Service.	Provision.		Difference.		Expenditure to 30th Septem- ber, 1930.	Explanation or Remarks.
	1930-1931.	1931-1932.		1930-31. Rs.	1931-32. Rs.	+	-		
						Rs.	Rs.	Rs.	
RESIDENCY ESTABLISHMENT.									
46	1	1	Dragoman	5,400	4,500	—	900	2,700. 0	Change in incumbency.
47	1	1	British Chauffeur	7,480	7,720	240	—	3,700. 0	Normal increment.
48	1	1	(Messenger) House Bearer	960	960	—	—	480. 0	
49	—	1	House Bearer	—	720	720	—	—	New appointment vice Item 55.
50	2	2	Qawasses	960	960	—	—	461. 0	
51	3	2	Syces	1,620	840	—	780	204. 5	Reduction in establishment.
52	4	4	Gardeners	2,520	2,520	—	—	1,122. 0	
53	1	1	Launch Driver	1,440	1,440	—	—	720. 0	
54	1	1	Launch Khalassi	720	720	—	—	360. 0	
55	1	—	Khalassi	720	—	—	720	69. 0	Reduction in establishment, but see Item 49.
56	4	4	Sweepers	2,160	1,680	—	480	780. 0	Elimination of overhead charges.
Total to Summary				23,980	22,060	960	2,880	10,556. 5	

12

IRAQ—ESTIMATES OF SUMS REQUIRED FOR HIGH COMMISSIONER'S SALARIES AND EXPENSES, 1931-1932.

Item.	Numbers.		Service.	Provision.		Difference.		Expenditure to 30th Septem- ber, 1930.	Explanation or Remarks.
	1930-1931.	1931-1932.		1930-31. Rs.	1931-32. Rs.	+	-		
						Rs.	Rs.	Rs.	
VOTE II—ALLOWANCES AND SERVICES.									
57	—	1	Horse Allowance	1,080	600	—	480	327. 6	Establishment reduced to two horses and rate of allowance reduced in view of fall in cost of forage.
58	—	2	Travelling and Tour Charges	4,700	4,000	—	700	1,384. 5	
59	—	3	Books, Printing, and Stationery	6,000	6,000	—	—	1,875. 0	
60	—	4	Furniture and Equipment for Secretariat	2,000	1,500	—	500	151. 0	
61	—	5	Office Contingencies	882	1,000	118	—	475. 9	Inclusive of cost of sanitary appliances hitherto included in sweeper charges.
62	—	6	Rent of Telephones	6,600	5,500	—	1,100	2,606. 3	Provision of branch exchange.
63	—	7	Uniform and Liveries	1,500	1,320	—	180	247.13	Reduction in establishment.
64	—	8	Postage and Telegrams	49,200	45,000	—	4,200	23,687. 2	
65	—	9	Sumptuary Allowance	—	—	—	—	—	
66	—	10	Rent for Quarters of Staff	23,000	22,500	—	500	9,000. 0	
67	—	11	Secret Service	8,000	5,000	—	3,000	187. 1	Decrease in the necessity for expenditure on this account.
68	—	12	Mechanical Transport	8,000	6,500	—	1,500	2,730. 6	
Total to Summary				1,10,962	98,920	118	12,160	42,671.13	

13

‘IRAQ—ESTIMATES OF SUMS REQUIRED FOR HIGH COMMISSIONER’S SALARIES AND EXPENSES, 1931-1932.

Item.	Numbers.		Service.	Provision.		Difference.		Expenditure to 30th Septem- ber, 1930.	Explanation or Remarks.
	1930-1931.	1931-1932.		1930-31. Rs.	1931-32. Rs.	+	-		
	Article.					Rs.	Rs.	Rs.	
69	—	13	Maintenance of Quarters for Staff ...	2,800	2,000	—	800	943. 2	
70	—	14	Maintenance of Residency Building and Plant ...	27,000	16,000	—	11,000	15,957.11	Provision made for non-recurring expenditure in 1930-1931. Royal Air Force Staff employed on permanent duties shown separately.
70A	—	14A	Labour Charges for Maintenance of Residency Plant ...	—	9,000	9,000	—	—	
71	—	15	Electric Current ...	11,500	10,000	—	1,500	5,559.12	Special arrangement made with the supply authority.
72	—	16	Fuel ...	1,500	1,500	—	—	224. 0	
73	—	17	Furniture for Residency ...	4,500	4,225	—	275	2,705.15	
74	—	18	Cost of Passages ...	12,800	12,000	—	800	3,958. 3	
75	—	19	Pension Contribution to Other Govern-ments ...	2,600	3,760	1,160	—	1,070. 0	Provision now made for contribution in respect of Royal Air Force Aide-de-Camp.
76	—	20	Medical Attendance to Staff ...	1,000	1,000	—	—	—	
77	—	21	Presentation Articles ...	1,000	800	—	200	951.12	
78	—	22	Provident Fund ...	29,167	30,150	983	—	14,293.12	
79	—	23	Service Gratuity ...	8,515	8,635	120	—	3,936. 7	
Total to Summary ...				1,02,382	99,070	11,263	14,575	49,600.10	

14

‘IRAQ—ESTIMATES OF SUMS REQUIRED FOR HIGH COMMISSIONER’S SALARIES AND EXPENSES, 1931-1932.

Summary								Provision.		Difference.		Expenditure to 30th Septem- ber, 1930.	Explanation or Remarks.
								1930-31. Rs.	1931-32. Rs.	+	-		
										Rs.	Rs.	Rs.	
Sheet No. 1	...	...	...	...	...	...	...	2,73,785	2,93,010	58,725	39,500	1,34,306. 2	
.. 2	...	...	...	...	...	...	...	27,550	28,075	525	—	13,216.15	
.. 3	...	...	...	...	...	...	...	57,180	53,280	1,260	5,160	26,164.13	
.. 4	...	...	...	...	...	...	...	32,380	34,170	4,270	2,480	16,395. 9	
.. 5	...	...	...	...	...	...	...	27,781	26,415	360	1,726	13,117. 0	
.. 6	...	...	...	...	...	...	...	23,980	22,060	960	2,880	10,596. 5	
.. 7	...	...	...	...	...	...	...	1,10,962	98,920	118	12,160	42,671.13	
.. 8	...	...	...	...	...	...	...	1,02,382	99,070	11,263	14,575	49,600.10	
Total Rs.								6,56,000	6,55,000	77,481	78,481	3,06,069. 3	
@ 18d.								£49,200	£49,125				

15

Baghdad,
31st October, 1930.

F. E. STAFFORD,
Financial Secretary to
H.E. the High Commissioner for ‘Iraq.

Note.—Provision of £45,650 finally approved.—See Nos. 28 and 29.

235

STATEMENT 1.

Serial No.	Name of the Post.	Name.	Scale of Pay. Rs.	Incremental Date.	Point in scale on 1st March, 1931. Rs.
1	High Commissioner	H.E. Sir Francis Humphrys ...	7,500 per mensem	Fixed ...	—
2	Private Secretary	Flight-Lieutenant J. G. Hawtrey ...	900	Fixed ...	—
3	Aide-de-Camp	Lieutenant J. N. B. Stansfeld ...	800	Fixed ...	—
4	Counsellor	Major H. W. Young ...	3,333/5 per mensem	Fixed ...	—
5	Financial Secretary	Mr. F. E. Stafford ...	1,800—100—2,300	25th June, 1931 ...	2,200
6	Political Secretary	Mr. R. S. M. Sturges ...	1,800—100—2,300	18th December, 1931 ...	2,100
7	Legal Secretary	Mr. J. H. B. Nihill ...	1,800—100—2,300	15th April, 1931 ...	1,800
8	Oriental Secretary	Captain V. Holt ...	1,300—100—1,800	1st August, 1931 ...	1,700
9	Consular Secretary	Mr. C. Empson ...	1,300—100—1,800	1st September, 1931 ...	1,600
10	Registrar	Mr. W. J. Regan ...	800—75—950	Maximum ...	950
11	Superintendent, Confidential Section	Mr. E. Farmer ...	400—25—600	Maximum ...	600
12	Cypher Clerk	Mr. A. H. Martin ...	400—25—600	1st August, 1931 ...	575
13	Assistant Cypher Clerk	Mr. J. Lamb ...	400—25—600	28th February, 1932 ...	500
14	Stenographer	Mr. T. J. Usher ...	400—25—600	Maximum ...	600

16

STATEMENT 2.

Serial No.	Name of Post.	Name.	Increment Date.	Point in scale on 1st March, 1931. Rs.	Remarks.
SPECIAL POSTS.					
1	Political Attaché	Nawab Muhammad Hussain Khan, Q. (Rs. 540/-)	Fixed		
2	Head Translator	Mr. J. D. Salamah (Rs. 500—25—700) ...	23rd June, 1931	675/-	
3	Record Keeper	Mr. E. N. Nair (Rs. 400—20—500) ...	1st January, 1932	440/-	
GRADE I (Rs. 315—15—405).					
4	Consular Clerk	Mr. E. C. Rose ...	Maximum	405/-	
5	Head Typist	Mr. Abdul Rashid ...	1st June, 1931	375/-	
6	Librarian and Draftsman	To be abolished.			
7	Head Despatch Clerk	Mr. M. Y. Quraishi ...	21st October, 1931	390/-	
GRADE II (Rs. 240—15—300).					
8	Record Clerk	Mr. S. R. Pillai ...	Pending discharge	300/-	
9	Record Clerk	Mr. K. E. Krishnan Unni Nair ...	1st December, 1931	270/-	
10	Confidential Clerk	Mr. P. V. Mani Iyer ...	Grade III Clerk	—	Promotion to fill vacancy under consideration
11	Stenographer	Mr. K. T. Narayana Iyengar ...	30th August, 1931	240/-	
12	Translator	Mr. Assad Z. Khoury ...	26th June, 1931	255/-	
13	Confidential Typist	Mr. Tek Chand ...	Maximum	300/-	
GRADE III (Rs. 190—10—230).					
14	Despatch Clerk	Mr. W. J. Kelu ...	Maximum	230/-	
15	Despatch Clerk	Mr. Gian Chand ...	Grade IV Clerk	180/-	
16	General Clerk	Mr. Muhammad Din ...	Maximum	230/-	
17	Do.	Mr. G. N. Taylor ...	Maximum	230/-	
18	Do.	Mr. R. Blaney ...	1st March, 1931	230/-	
19	Do.	Mr. S. Walter ...	Maximum	230/-	
20	Do.	Mr. Ghulam Rasul ...	Grade IV Clerk	180/-	
21	Typist	Mr. P. K. V. Iyer ...	Grade IV Clerk	180/-	
22	Do.	Mr. S. Abdul Ali ...	Maximum	230/-	
23	Do.	Mr. Dayaldas Harisingh ...	20th July, 1931	220/-	
GRADE IV (Rs. 140—10—180).					
24	General Clerk	Mr. F. N. Pilcher ...	17th February, 1932	170/-	
25	Do.	Mr. J. D. Edwin ...	Maximum	180/-	
26	Translator and Arabic Typist	Mr. J. J. Jacob ...	1st March	160/-	
27	Telephone Operator Clerk	Mr. B. C. Das Gupta ...	1st May, 1931	140/-	
ACCOUNTS ESTABLISHMENT.					
28	Cashier	Mr. K. Kunhiraman (Grade I) ...	23rd June, 1931	360/-	
29	Accounts Clerk	Mr. S. Namasivayam (do.) ...	18th October, 1931	390/-	
30	Do.	Mr. K. P. Kumara Pillai (Grade III) ...	Grade IV Clerk	180/-	
31	Assistant Cashier	Mr. A. K. Dass (Grade III) ...	Maximum	230/-	

17

236

2. Sub-head J.2.—Trans-Jordan Frontier Force.
(Palestine Estimates 1st January-31st December, 1931.)

XIX. TRANS-JORDAN FRONTIER FORCE.

Details of Expenditure.				Approved Estimates, 1930.	Estimates, 1931.	Increase.	Decrease.	Remarks.
A. PERSONAL EMOLUMENTS.								
<i>British Ranks.</i>				£P.	£P.	£P.	£P.	
1.	Lieutenant-Colonel at £P1,150 p.a.	..	..	1,150	1,150	—	—	
2.	Duty Allowance at £P100 p.a.	..	..	100	100	—	—	
3.	Major (Second-in-Command) at £P900 p.a.	..	..	900	900	—	—	
4.	Duty Allowance at £P50 p.a.	..	..	50	50	—	—	
5.	Adjutant	..	..	£P600-50-700	688	700	12	Increment.
6.	Duty Allowance at £P50 p.a.	..	..	50	50	—	—	
7.	5 Majors (Company Commanders)	..	..	£P700-50-800	3,767	3,850	83	Increments.
8.	Duty Allowance at £P50 p.a.	..	..	250	250	—	—	
9.	Captain (Senior Medical Officer)	..	..	£P600-50-700	622	—	—	
10.	Major (Senior Medical Officer)	..	..	£P700-50-800	—	700	78	Appointment regraded. See Secretary of State's despatch No. 76 of 23rd June, 1930.*
11.	Duty Allowance at £P50 p.a.	..	..	50	50	—	—	
12.	Captain (Senior Veterinary Officer)	..	..	£P600-50-700	677	700	23	Increment.
13.	Duty Allowance at £P50 p.a.	..	..	50	50	—	—	
14.	10 Captains (Second-in-Command of Companies)	..	..	£P600-50-700	6,145	6,300	155	Increments.
15.	Signalling Officer	..	..	£P450-50-550	538	550	12	Increment.
16.	Duty Allowance at £P50 p.a.	..	..	50	50	—	—	
17.	Quartermaster	..	..	£P450-50-550	538	550	12	Do.
18.	Duty Allowance £P50 p.a.	..	..	50	50	—	—	
19.	Paymaster	..	..	£P450-50-550	523	550	27	Do.
20.	Duty Allowance at £P50 p.a.	..	..	50	50	—	—	
21.	6 Warrant Officers	..	..	£P290-10-340	1,918	—	—	
22.	7 Warrant Officers	..	..	£P290-10-340	—	2,232	314	Increase of one appointment for British Warrant Officer in charge of the Headquarters Workshop. See Item 27.
23.	Expatriation Allowances at £P50 p.a.	..	..	300	350	50	—	
24.	1 Farrier Sergeant	..	..	£P240-10-280	267	277	10	Increment.
25.	Expatriation Allowance at £P50 p.a.	..	..	50	50	—	—	
26.	3 Mechanical Transport Sergeants	..	..	£P240-10-280	722	—	—	
27.	2 Mechanical Transport Sergeants	..	..	£P240-10-280	—	480	—	242 Decrease of one. See Item 22.
28.	Expatriation Allowances at £P50 p.a.	..	..	150	100	—	50	
29.	Compensatory Allowances..	..	..	207	212	5	—	See Appendix A.

* C. 79456/30 [No. 13] : not printed.

<i>Local Ranks.</i>								
30.	23 Local Officers—	..	..	5,463	—	—	—	
	1 Class I	..	..	£P300-20-400	—	—	—	
	7 Class II	..	..	at £P264 p.a.	—	—	—	
	15 Class III	..	..	at £P216 p.a.	—	—	—	
31.	22 Local Officers—	..	..	—	5,392	—	71	Increase of two Class I Officers. One Class II appointment transferred to Item 32. Decrease of two Class III Officers.
	3 Class I	..	..	£P300-20-400	—	—	—	
	6 Class II	..	..	at £P264 p.a.	—	—	—	
	13 Class III	..	..	at £P216 p.a.	—	—	—	
32.	1 Educational Officer at £P264 p.a.	..	..	—	264	264	—	See Item 31.
33.	1 Medical Officer	..	..	£P400-25-500	475	421	54	Change in holder.
34.	1 Medical Officer	..	..	£P300-10-550	420	430	10	Increment.
35.	1 Veterinary Officer	..	..	£P300-20-400	317	337	20	Do.
36.	5 Company-Quartermaster-Sergeants at £P150 p.a.	..	..	750	—	—	—	
37.	6 Company-Quartermaster-Sergeants at £P150 p.a.	..	..	—	900	150	—	Increase of one for Headquarters Wing.
38.	27 Sergeants at £P10 p.m.	..	..	3,240	3,240	—	—	
39.	6 Lance-Sergeants at £P9 p.m.	..	..	—	648	648	—	Increase of six.
40.	36 Corporals at £P8 p.m.	..	..	3,456	3,456	—	—	
41.	734 Privates at £P6 p.m.	..	..	52,848	—	—	—	
42.	736 Privates at £P6 p.m.	..	..	—	52,992	144	—	Increase of two.
43.	Proficiency Pay	..	..	4,440	3,915	—	525	Payable under Regulations.
44.	Tradesmen's Pay	..	..	1,806	2,250	444	—	Do.
45.	Good Conduct Pay	..	..	2,100	2,600	500	—	Do.
46.	2 Mechanical Transport Corporals at £P15 p.m.	..	..	360	360	—	—	
47.	27 Drivers at £P12 p.m.	..	..	3,888	—	—	—	
48.	29 Drivers at £P12 p.m.	..	..	—	4,176	288	—	Increase of two.
49.	5 Mechanics at £P12 p.m.	..	..	720	—	—	—	
50.	7 Mechanics at £P12 p.m.	..	..	—	1,008	288	—	Increase of two. Present establishment inadequate.
51.	2 Electricians at £P12 p.m.	..	..	288	288	—	—	
52.	1 Bodymaker at £P12 p.m.	..	..	—	144	144	—	New appointment for Motor Transport Workshops.
53.	1 Pumpman at £P10 p.m.	..	..	—	120	120	—	Required for Power-House at Beisan.
54.	1 Clerk, Grade I	..	..	£P288-12-360	—	288	—	New appointment. See Item 56.
55.	6 Clerks, Grade II	..	..	£P240-10-280	1,300	—	—	
56.	3 Clerks, Grade II	..	..	£P180-8-276	—	602	698	Decrease of three. See Items 54 and 57.
57.	2 Trooper Clerks at £P10 p.m.	..	..	—	240	240	—	Two new appointments. See Item 56.
58.	Compensatory Allowances..	..	..	334	82	—	252	See Appendix A.
59.	17 Sanitary Men	..	..	918	918	—	—	
60.	Reservists	..	..	2,410	2,412	2	—	For : 3 Sergeants at £P18 p.a. £P 72 4 Corporals at £P17 p.a. £P 68 142 Privates at £P16 p.a. £P2,272 £P2,412

Details of Expenditure.							Approved Estimates, 1930.	Estimates, 1931.	Increase.	Decrease.	Remarks.
Local Ranks—contd.							£P.	£P.	£P.	£P.	
61.	1 Assistant Engineer, Special Grade	..	..	..	..	£P360-10-480	360	378	18	—	Actual salary payable.
62.	1 Foreman, Grade II	..	..	..	..	£P180-8-276	212	220	8	—	Increment.
63.	1 Foreman, Grade III	..	..	..	..	£P60-6-168	114	120	6	—	Do.
64.	1 Clerk, Grade III..	..	..	..	..	£P60-6-168	114	120	6	—	Do.
TOTAL PERSONAL EMOLUMENTS							106,195	108,672	4,369	1,892	
B. OTHER CHARGES.											
65.	Pensions, Contributions and Gratuities	..	..	..	..	1,700	2,000	300	—	—	Necessary.
66.	Cost of Living Allowances..	..	..	..	..	1,818	1,940	122	—	—	Do.
67.	Officers' Outfit Allowances	..	..	..	..	140	240	100	—	—	Do.
68.	Animal Allowances..	..	..	..	..	3,100	—	—	3,100	—	Not required if the proposal to purchase the remaining privately-owned horses of the Force early in 1931 is approved. See Item 105.
69.	Transport and Travelling	..	..	..	..	3,000	3,000	—	—	—	
70.	Railway Fares and Freight	..	..	..	..	5,000	5,000	—	—	—	
71.	Passages	..	..	..	..	500	500	—	—	—	
72.	Maintenance of Mechanical Transport	..	..	..	..	9,000	10,000	1,000	—	—	Based on the increased establishment of mechanical transport.
73.	Arms, Equipment. Uniforms and Clothing	..	..	..	..	12,300	11,700	—	—	600	Sufficient.
74.	Ammunition	..	..	..	..	3,700	3,700	—	—	—	
75.	Harness and Saddlery	..	..	..	..	1,250	1,250	—	—	—	
76.	Horse Shoes and Stable Requisites	..	..	..	..	2,300	2,300	—	—	—	
77.	Forage	..	..	..	..	14,000	9,500	—	—	4,500	Based on contract prices.
78.	Camp Equipment	..	..	..	..	650	650	—	—	—	
79.	Fuel and Light	..	..	..	..	2,000	2,000	—	—	—	
80.	Furniture and Barrack Stores	..	..	..	..	1,050	1,000	—	—	50	Sufficient.
81.	Stationery and Printing	..	..	..	..	300	400	100	—	—	Under-estimated in 1930.
82.	Miscellaneous Stores	..	..	..	..	600	600	—	—	—	
83.	Maintenance of Signalling and W/T Apparatus	..	..	..	..	700	1,100	400	—	—	For additional stations.
84.	Medical Services	..	..	..	..	1,300	1,300	—	—	—	
85.	Veterinary Services..	..	..	..	..	250	250	—	—	—	
86.	Rent of Camps, Quarters and Training Areas	..	..	..	..	50	100	50	—	—	Under-estimated in 1930.
87.	Current Repairs and Maintenance of Buildings and Camps	..	..	..	..	2,500	2,500	—	—	—	
88.	Water-supply and Conservancy	..	..	..	..	1,650	500	—	—	1,150	Reduction of water rental when the installation of the water-supply under construction at Zerka is completed.

20

89.	Compensation for Loss of Animals	..	..	..	..	1,000	—	—	—	1,000	Not required if the purchase of the remaining privately-owned animals of the Force early in 1931 is approved. See Item 105.
90.	Crown Agents' Expenses	..	..	..	..	300	300	—	—	—	
91.	Typewriters	..	..	..	..	100	70	—	—	30	Sufficient.
92.	Telegrams, Telephones and Postage	..	..	..	..	250	900	650	—	—	Under-estimated in 1930.
93.	Contingencies	..	..	..	..	100	100	—	—	—	
94.	Purchase of Remounts	..	..	..	..	—	1,090	1,090	—	—	To replace estimated casualties.
95.	Rations	..	..	..	..	200	1,000	800	—	—	Reserve rations for emergencies. Under-estimated in 1930.
96.	Replacements of Mechanized Vehicles	..	..	..	..	—	3,000	3,000	—	—	To replace estimated casualties.

Special Expenditure.

97.	Pack Animals	..	..	..	..	200	—	—	—	200	Not required in 1931.
98.	Equipment for New Hospital	..	..	..	..	300	—	—	—	300	Do.
99.	Purchase of Surgical and Medical Panniers	..	..	..	..	750	—	—	—	750	Do.
100.	Purchase of Water-Cart	..	..	..	..	100	—	—	—	100	Do.
101.	Purchase of Rifles	..	..	..	..	600	750	150	—	—	To replace unserviceable rifles.
102.	Extra Equipment for Officers' Messes	..	..	..	..	150	—	—	—	150	Not required in 1931.
103.	Purchase of Searchlights and Generator Sets	..	..	..	..	—	540	540	—	—	Unexpended balance of amount authorised in 1930, under Special Warrant No. 171 of 8th October for £915.
104.	Purchase of Fire-engine (Chemical)	..	..	..	..	—	600	600	—	—	Essential for wooden hutting camp at Zerka.
105.	Purchase of Riding Animals	..	..	..	..	11,009	5,000	—	—	6,009	It is proposed to complete the purchase of privately-owned animals in the Force early in 1931.
106.	Purchase for Vehicles for Mechanization	..	..	..	..	31,525	1,900	—	—	29,625	To provide one Crossley tender for the Camel Company on desert operations and for one Buick Wireless Telegraph tender to replace the present Morris tender which has proved unsuitable.

21

TOTAL OTHER CHARGES	..	..	..	..	..	115,442	76,780	8,902	47,564	
TOTAL TRANS-JORDAN FRONTIER FORCE	..	..	..	..	..	221,637	185,452	13,271	49,456	NET DECREASE £P36,185.

XXVII. TRANS-JORDAN FRONTIER FORCE EXTRAORDINARY.

Details of Expenditure.		Original Estimate.	Actual Expenditure to 31st August, 1930.	Estimated Total Expenditure to 31st December, 1930.	Estimates, 1931.	Remarks.
		£P.	£P.	£P.	£P.	
IN PALESTINE.						
1.	Construction of Camp, Samakh	4,600	977	3,250	1,350	Includes a re-vote of £P900 from provision of £P4,150 in 1930 approved by Secretary of State and £P450 for completion of work.
2.	Construction of Camp, Beisan	7,500	2,699	5,800	1,700	Includes a re-vote of £P600 from provision of £P6,400 in 1930 approved by the Secretary of State and £P1,100 for completion of work.
3.	Construction of Camp, Jisr Mejamieh	9,400	3,760	5,600	3,800	Includes a re-vote of £P1,300 from provision of £P6,900 in 1930 approved by Secretary of State and £P2,500 for completion of work.
4.	Construction of Camp, Rosh Pinah	10,000	—	—	10,000	The construction of a new camp at Rosh Pinah has been referred to the Secretary of State.
5.	Electric Lighting, Samakh Camp	400	—	—	400	It was not anticipated when the estimate for Samakh Camp was framed that electric current could be supplied by the Palestine Electric Corporation.
6.	Recreational Training Ground, Samakh	75	—	—	75	For the construction of a squash racquet court.
TOTAL IN PALESTINE		31,975	7,436	14,650	17,325	
IN TRANS-JORDAN.						
7.	Pumping Plant, Zerka	1,750	1	250	1,500	Re-vote of amount unexpended in 1930.
8.	Re-conditioning Hutments, Zerka.. .. .	1,100	—	—	1,100	For external re-conditioning of these Hutments, the interiors of which were lined and painted in 1930.
9.	Roads at Zerka and Ma'an Camps.. .. .	1,000	—	—	1,000	To provide adequate roads for the heavy vehicles of the Mechanical Company.
10.	Erection of Petrol Stores, Ma'an	200	—	—	200	For erection of a concrete store for petrol.
11.	Recreational Training Ground, Ma'an	120	—	—	120	For the construction of a squash racquet court.
TOTAL IN TRANS-JORDAN		4,170	—	250	3,920	
TOTAL TRANS-JORDAN FRONTIER FORCE EXTRAORDINARY		36,145	7,437	14,900	21,245	

APPENDIX A.

LIST OF COMPENSATORY ALLOWANCES.

Head.	Item.	Office.	Name of Officer.	Amount.	Totals.
				£P mls.	£P mls.
XIX T.J.F.F.	29	Company Commander ..	Major R. S. Y. Buller ..	20.508	
		Do.	" J. W. Smith ..	20.508	
		Do.	" Y. R. D. Wigan ..	20.508	
		Second in Command of Company	Capt. M. C. Lassetter ..	17.940	
		Do.	" E. W. Northfield ..	17.940	
		Do.	" P. T. Goodwin ..	17.940	
		Senior Veterinary Officer	" H. A. Idenden ..	17.940	
		Quartermaster ..	Lieut. G. T. Paley ..	14.100	
		Signalling Officer ..	" A. M. Fiddes ..	14.100	
		Paymaster ..	" D. W. Roy ..	14.100	
		3 Warrant Officers ..	—	28.158	
		1 Farrier Sergeant ..	—	8.384	
		Total, Item 29			212.126
	58	Kaid	Abdel Rahman Bey Arekat	9.774	
		4 Raises	—	27.072	
		8 Mulazims	—	44.352	
		Total, Item 58			81.198

Enclosure 1 in No. 130.

PALESTINE ESTIMATES FOR PERIOD 1ST JANUARY—31ST MARCH, 1932.

XIX.—Trans-Jordan Frontier Force.

A. Personal Emoluments.

British Ranks.

Item.	Details of Expenditure.	Amount.
		£P.mls.
1.	Commanding Officer £P.1,150 per annum	287.500
2.	Duty Allowance at £P.100 per annum	25. —
3.	Second in Command £P.900 per annum	225. —
4.	Duty Allowance at £P.50 per annum	12.500
5.	Adjutant £P.600—50—700	175. —
6.	Duty Allowance at £P.50 per annum	12.500
7.	5 Majors (Company Commanders) £P.700—50—800	966.500
8.	Duty Allowance at £P.50 per annum	62.500
9.	Senior Medical Officer £P.700—50—800	175. —
10.	Duty Allowance at £P.50 per annum	12.500
Carried forward		1,954.000

Item.	Details of Expenditure.	Amount. £P.mils.
	Brought forward	1,954.000
11.	Senior Veterinary Officer £P.600—50—700	175. —
12.	Duty Allowance at £P.50 per annum	12.500
13.	10 Captains (Second in Command of Companies) £P.600—50—700 ...	1,525. —
14.	Signalling Officer £P.600—50—700	162.500
16.	Quartermaster £P.600—50—700	162.500
18.	Paymaster £P.600—50—700	150. —
20.	7 Warrant Officers £P.290—10—340	564. —
21.	Expatriation Allowance at £P.50 per annum	87.500
22.	1 Farrier Sergeant £P.240—10—280	70. —
23.	Expatriation Allowance at £P.50 per annum	12.500
26.	2 Mechanical Transport Sergeants £P.240—10—280	125. —
27.	Expatriation Allowance at £P.50 per annum	25. —
28.	Compensatory Allowances	38.500
29.	22 Local Officers:—	
	1 Class I at £P.300—20—400 per annum	100. —
	6 Class II at £P.264 per annum	396. —
	15 Class III at £P.216 per annum	810. —
30.	1 Educational Officer at £P.264 per annum	66. —
31.	2 Medical Officers: 1 £P.300—10—550	
	2 £P.400—25—500	215.833
32.	1 Veterinary Officer £P.300—20—400	86.725
33.	6 Company Quartermaster-Sergeants at £P.150 per annum	225. —
34.	27 Sergeants at £P.10 per mensem	810. —
35.	6 Lance-Sergeants at £P.9 per mensem	162. —
36.	36 Corporals at £P.8 per mensem	864. —
37.	736 Privates at £P.6 per mensem	13,248. —
38.	Proficiency Pay	979. —
39.	Tradesmen's Pay	562.500
40.	Good Conduct Pay	700. —
41.	2 Mechanical Transport Corporals at £P.15 per mensem	90. —
42.	29 Drivers at £P.12 per mensem	1,044. —
43.	7 Mechanics at £P.12 per mensem	252. —
44.	2 Electricians at £P.12 per mensem	72. —
45.	1 Bodymaker at £P.12 per mensem	36. —
46.	1 Pumpman at £P.10 per mensem	30. —
47.	6 Clerical Officers:—	
	1 Grade I £P.288—12—360	74.500
	3 Grade II £P.180—8—276	155. —
	2 Trooper Clerks at £P.10 per mensem	60. —
48.	Compensatory Allowance	19.035
49.	17 Sanitary Men	229.500
51.	1 Assistant Engineer £P.372 per annum	93. —
52.	1 Foreman Grade II £P.180—8—276	55. —
53.	1 Foreman Grade III £P.60—6—168	30. —
54.	1 Clerk Grade III £P.60—6—168	27. —
Total Personal Emoluments		£P.26,556.093

Item	Details of Expenditure	One Quarter of Estimates, 1931	Estimates 1st Jan., 1932, to 31st March, 1932	Increase	Decrease	Remarks
		£P.	£P.	£P.	£P.	
	B. Other Charges.					
55	Pensions Contributions and Gratuities	500	660	160	—	Increase is required for payment of contribu- tions to War Office, which will be claimed in first quarter of allowance
56	Cost of Living Allowances ..	485	275	—	210	
57	Officers' Outfit Allowances ..	60	20	—	40	
58	Animal Allowance ..	—	—	—	—	
59	Transport and Travelling ..	750	750	—	—	
60	Railway Fares and Freights	1,250	1,250	—	—	
61	Passages	125	85	—	40	
62	Maintenance of Mechanical Transport	2,500	2,000	—	500	
63	Arms, Equipment, Uniforms, and Clothing	2,925	900	—	2,025	
64	Ammunition	925	—	—	925	
65	Harness and Saddlery ..	312	100	—	212	
66	Horse Shoes and Stable Requisites	575	100	—	475	
67	Forage	2,375	3,200	825	—	Based on present con- tract rates
68	Camp Equipment	163	100	—	63	
69	Fuel and Light	500	500	—	—	
70	Furniture and Barrack Stores	250	100	—	150	
71	Stationery and Printing ..	100	100	—	—	
72	Miscellaneous Stores ..	150	100	—	50	
73	Maintenance of Signalling and W/T Apparatus	275	50	—	225	
74	Medical Services	325	270	—	55	
75	Veterinary Services ..	63	20	—	43	
76	Rent of Camps, Quarters and Training Areas	25	2	—	23	
77	Current Repairs and Main- tenance of Buildings and Camps	625	600	—	25	
78	Water Supply and Con- servancy	125	125	—	—	
79	Compensation for Loss of Animals	—	—	—	—	
80	Crown Agents' Expenses ..	75	20	—	25	
81	Typewriters	18	—	—	18	
82	Telegrams, Telephones, and Postage	225	200	—	25	
83	Contingencies	25	25	—	—	
84	Purchase of Remounts ..	275	200	—	75	
85	Rations	250	200	—	50	
86	Replacement of Mechanical Vehicles	750	—	—	750	
94	Purchase of Vehicles for Mechanization	475	1,532	1,057	—	For expenses in con- nexion with Indents placed recently
Total Other Charges ..		£P. 19,198	£P. 13,484	£P. 2,042	£P. 6,004	
Total Personal Emoluments			26,556			
Total—Trans-Jordan Frontier Force			£P. 40,040			

TRANS-JORDAN FRONTIER FORCE.

<i>Details of Expenditure.</i>	<i>Original Estimate.</i>	<i>Revised Estimate.</i>	<i>Actual Expenditure to 31st Dec., 1931.</i>	<i>Expenditure for period 1st Jan., to 31st Mar., 1932.</i>	<i>Remarks.</i>
	£P.	£P.	£P.	£P.	
TRANS-JORDAN FRONTIER FORCE EXTRAORDINARY.					
<i>In Palestine.</i>					
1 Construction of Camp, Samakh	4,600	4,510	4,250	260	See Secretary of State's despatch Secret of 2nd October, 1931*
2 Construction of Camp, Beisan . .	7,500	7,335	6,690	300	
3 Construction of Camp, Jisr Mejamieh	9,400	9,130	8,010	500	
4 Construction of Camp, Rosh Pinah	10,000	8,475	2,500	2,740	See Officer Administering the Government's despatch Secret A of the 7th November, 1931†
5 Electric Lighting, Samakh . .	400	400	—	400	
6 Recreational Training Ground, Samakh	75	75	—	75	
	£P. 29,925		£P. 4,275		
<i>In Trans-Jordan.</i>					
7 Erection of Petrol Store, Ma'an	115	—	—	115	

* C. 89408/31 [No. 24]: not printed.

† C. 89484/31 [No. 46]: not printed.

C. 89483/31

3. Sub-head J.3.—Trans-Jordan Administration.

TRANS-JORDAN ESTIMATES OF REVENUE FOR FINANCIAL YEAR, 1931-32.

<i>Head and Sub-Head.</i>	<i>1930-31.</i>	<i>1931-32.</i>	<i>Increase.</i>	<i>Decrease.</i>	<i>Remarks.</i>
	£P.	£P.	£P.	£P.	
<i>(I) Customs and Excise.</i>					
1. Customs Share, Syria	14,000	10,000	—	4,000	
2. Customs Share, Palestine	25,500	25,500	—	—	
3. Import Duty Collected Locally	28,000	22,600	—	5,400	
4. Excise Duty on Intoxicating Liquors	1,200	1,000	—	200	
5. Excise Duty on Tobacco	6,500	9,100	2,600	—	
6. Examination Fees	—	2,600	2,600	—	
7. Miscellaneous (Demurrage, &c.)	800	450	—	350	
8. Banderolle Fees on Matches	—	350	350	—	
9. Duty on Cigarette Paper	—	400	400	—	
<i>Total Customs and Excise</i>	76,000	72,000	5,950	9,950	Net Decrease £P. 4,000.
<i>(II) Licences, Taxes, &c.</i>					
1. Licences, Advocates	60	100	40	—	
2. Licences, Vehicle	2,500	2,500	—	—	
3. Licences, Driving, and Registration Fees for Cars	—	400	400	—	
4. Licences, Forest and Quarry	480	450	—	30	
5. Licences, Sale of Intoxicating Liquor	150	200	50	—	
6. Licences, Sale of Tobacco	550	500	—	50	
7. Licences, Other	100	50	—	50	
8. Taxes, Animal	36,600	36,000	—	600	
9. Taxes, House and Land	20,000	21,000	1,000	—	
10. Taxes, Temettu	4,500	4,000	—	500	
11. Taxes, Road	7,000	7,100	100	—	
12. Tithe	50,000	55,000	5,000	—	
13. Revenue Stamp Duty	4,100	3,700	—	400	
14. Hedjaz Stamp Duty	3,000	3,000	—	—	
15. Fines and Forfeitures	3,000	3,000	—	—	
16. Allenby Bridge Toll	3,000	3,300	300	—	
<i>Total Licences, Taxes, &c.</i>	135,040	140,300	6,890	1,630	Net Increase £P. 5,260.

3. Formerly included in 2

Head and Sub-Head.	1930-31. £P.	1931-32. £P.	Increase. £P.	Decrease. £P.	Remarks.
(III) Fees of Court or Office, &c., &c.					
1. Court Fees, Civil ...	6,200	5,850	—	350	
2. Court Fees, Sharia ...	1,900	1,850	—	50	
3. Court Fees, Tribal ...	100	100	—	—	
4. Notary Public Fees ...	2,000	1,800	—	200	
5. Land Registry Fees ...	3,000	3,100	100	—	
6. Passport Fees (and Nationality Certificates) ...	1,200	1,000	—	200	6. Estimates for 1930-31 included Nationality Certificates (vide 7 below).
7. Nationality Certificate Fees ...	—	1,000	1,000	—	7. Formerly included in 6.
8. Tourist Fees ...	300	350	50	—	
9. Medical Services and Hospital Receipts ...	750	850	100	—	
10. Veterinary and Animal Quarantine Fees ...	2,100	1,700	—	400	
11. Educational and Arts and Crafts Receipts ...	1,300	1,100	—	200	
12. Sale of Publications ...	70	100	30	—	
13. Sale of Departmental Stores ...	650	700	50	—	
14. Pension Contributions ...	6,500	6,750	250	—	
15. Miscellaneous Reimbursements ...	300	300	—	—	
16. Registration of Trade Marks ...	1,000	800	—	200	
Total Fees of Court or Office, &c. ...	27,370	27,350	1,580	1,600	Net Decrease £P.20.
(IV) Posts, Telegraphs and Telephones.					
1. Sale of Stamps ...	7,000	7,500	500	—	
2. Commission on Money Orders and Postal Order Poundage ...	200	260	60	—	
3. Telephone Rentals and Installations ...	2,350	2,400	50	—	
4. Telephone Trunk Calls ...	3,400	3,600	200	—	
5. Telegrams ...	1,930	2,100	170	—	
6. Parcel Post ...	300	200	—	100	
7. Miscellaneous Receipts ...	55	60	5	—	
8. Post Office Box Rentals ...	75	80	5	—	
Total Posts, Telegraphs and Telephones ...	15,310	16,200	990	100	Net Increase £P.890.
(V) Revenue from Government Property.					
1. Rent of Land and Buildings ...	500	500	—	—	
2. Rental Tithe ...	2,600	3,000	400	—	
3. Forest and Other State Domain Revenues ...	1,500	2,000	500	—	
Total Revenue, Government Property ...	4,600	5,500	900	—	Net Increase £P.900.

(VI) Interest.					
1. Bank Balances ...	99	95	—	4	
2. Earthquake Relief Loans ...	550	500	—	50	
3. Interest on Advances to Agricultural Bank ...	281	295	14	—	
Total Interest ...	930	890	14	54	Net Decrease £P.40.
(VII) Miscellaneous Receipts ...	600	810	210	—	Net Increase £P.210.
(VIII) Sale of State Domains... ..	800	800	—	—	
(IX) Grant-in-Aid Trans-Jordan Frontier Force ...	24,695	34,450	9,755	—	Net Increase £P.9,755.
(X) Grant-in-Aid from His Majesty's Government ...	84,000	86,500	2,500	—	Net Increase £P.2,500

TRANS-JORDAN ESTIMATES OF EXPENDITURE FOR THE FINANCIAL YEAR 1931-32.

(1) Civil List.					
1. His Highness the Amir ...	12,000	12,000	—	—	
2. The Amir Talel ...	—	1,000	1,000	—	
3. Personal Adviser ...	£P.38—2—46 456	480	24	—	3. Increment.
4. Secretary ...	32—1—37 432	444	12	—	4. Increment.
5. Doctor ...	26—1—31 300	312	12	—	5. Grading.
6. Clerk and Imam ...	9—1—12 144	144	—	—	
7. Driver ...	180	180	—	—	
8. Compensatory Allowance ...	24	14	—	10	
9. Orderly ...	36	36	—	—	
Total Civil List ...	13,572	14,610	1,048	10	Net Increase £P.1,038
(II) Public Debt and Loan Charges.					
1. Interest on Advances ...	590	590	—	—	
(III) Legislature.					
A. Personal Emoluments.					
1. 14 Members, £P.200 p.a. ...	2,800	2,800	—	—	
2. 2 Members, £P.350 p.a. ...	700	700	—	—	
3. Secretary, £P.21—1—25 p.m. ...	300	300	—	—	
4. Clerk, £P.9—1—12 p.m. ...	108	114	6	—	4. Increment.
5. Compensatory Allowance ...	—	—	—	—	
6. Orderly at £P.3 p.m. (6 months only) ...	18	18	—	—	
Total Personal Emoluments ...	3,926	3,932	6	—	

Head and Sub-Head.	1930-31. £P.	1931-32. £P.	Increase. £P.	Decrease. £P.	Remarks.
(III) Legislature—contd.	3,926	3,932	6	—	
B. Other Charges.					
7. Transport and Travelling	120	120	—	—	
8. Lighting and Heating	10	10	—	—	
9. Contingencies	10	10	—	—	
10. Postage, Telegrams, and Telephones	10	10	—	—	
Total Other Charges	150	150	—	—	
Total Legislature	4,076	4,082	6	—	Net Increase £P.6.
(IV) Pensions and Gratuities.					
1. Pensions	2,100	2,400	—	—	
2. Gratuities	2,000	2,000	—	—	
Total Pensions and Gratuities	4,100	4,400	—	—	Net Increase £P.300.
(V) Chief Minister and Interior					
A. Personal Emoluments.					
1. Chief Minister	1,200	1,200	—	—	
2. Personal Allowance to present Chief Minister	100	100	—	—	
3. Chief Secretary	600	624	24	—	3. Increment.
4. Assistant Secretary	269	281	12	—	4. Increment.
5. 1 Clerk	207	213	6	—	5. Increment.
6. 1 Clerk	184	174	—	10	6. Change in holder of post.
7. 2 Clerks	276	282	6	—	7. Increment.
8. 1 Clerk	41	41	—	—	8. New post from 1st October, 1931.
9. Compensatory Allowance	120	120	—	—	
10. Orderlies	—	—	—	—	
Total Personal Emoluments	2,997	3,071	84	10	
B. Other Charges.					
11. Transport and Travelling	570	570	—	—	
12. Lighting and Heating	30	30	—	—	
13. Contingencies	10	10	—	—	
14. Postage, Telegrams, and Telephones	150	150	—	—	
15. Secret Service Funds	150	240	90	—	15. Vide Memorandum.
16. Purchase of Legal Books	20	—	—	20	
Total Other Charges	930	1,000	90	20	
Total Chief Minister and Interior	3,927	4,071	174	30	Net Increase £P.144.

(VI) District Administration.								
A. Personal Emoluments.								
1. 4 Mutessarrifs	...	...	£P.32—1—37	1,689	1,671	—	18	1. Changes in holders of posts.
2. 5 Kaimakams	...	...	21—1—25	1,401	1,481	80	—	2. Increments and correction of error.
3. 4 Mudir el Nahiya	...	...	13—1—16	632	—	—	632	3. Vide Item 4.
4. 5 Mudir el Nahiya	...	...	13—1—16	—	745	745	—	4. An additional post from 1st October, 1931.
5. 9 Clerks	...	...	9—1—12	1,259	1,218	—	41	
6. 3 Clerks	...	...	6—1—8	293	—	—	293	6. Vide Item 7.
7. 5 Clerks	...	...	6—1—8	—	345	345	—	7. Two new posts from 1st October, 1931.
8. Compensatory Allowance	...	...	...	82	78	—	4	
9. Orderlies	...	...	...	384	384	—	—	
Total Personal Emoluments				5,740	5,922	1,170	988	
B. Other Charges.								
10. Transport and Travelling	...	...	...	820	820	—	—	
11. Lighting and Heating	...	...	...	70	70	—	—	
12. Contingencies	...	...	...	25	25	—	—	
13. Postage, Telegrams, and Telephones	...	...	...	500	500	—	—	
14. Purchase of Legal Books	...	...	...	40	—	—	40	
Total Other Charges				1,455	1,415	—	40	
Total District Administration				7,195	7,337	1,170	1,028	Net Increase £P.142.
(VII) Legal Department.								
A. Personal Emoluments.								
1. Minister of Justice and Kadi el Kuda	...	...	Grade I	840	840	—	—	
2. Judicial Adviser	...	...	Special	1,392	1,392	—	—	
3. Assistant Inspector	...	...	£P.21—1—25	276	—	—	276	3. Vide Item 11.
4. Superintendent	...	...	21—1—25	264	286	22	—	4. Increment and correction of error.
5. 2 Clerks	...	...	13—1—16	341	353	12	—	5. Increment.
6. Compensatory Allowance	...	...	...	41	41	—	—	
7. Orderlies	...	...	...	72	72	—	—	
Court of Appeal.								
8. President	...	...	£P.48—2—58	—	576	576	—	8. New post in lieu of one member, £P.32—1—37.
9. 3 Members	...	...	32—1—37	1,176	—	—	1,176	9. Vide 8-10.
10. 2 Members	...	...	32—1—37	—	798	798	—	10. From Item 9.
11. 1 Member	...	...	26—1—31	—	312	312	—	11. Transfer on promotion from Item 3.
12. Chief Clerk	...	...	13—1—16	192	160	—	32	12. Change in holder of post.
13. Clerk	...	...	9—1—16	112	117	5	—	
14. Clerk	...	...	6—1—8	96	96	—	—	
15. Compensatory Allowance	...	...	...	8	3	—	5	15. Increment.
16. Process Server	...	...	...	48	48	—	—	
17. Orderly	...	...	...	36	36	—	—	

Head and Sub-Head.				1930-31. £P.	1931-32. £P.	Increase. £P.	Decrease. £P.	Remarks.
(VII) Legal Department—contd.								
Public Prosecutor—General.								
18. Public Prosecutor-General	...	...	£P.32—1—37	384	444	60	—	18. Correction of error.
19. Clerk	...	...	9—1—12	112	117	5	—	19. Increment.
20. Compensatory Allowance	...	...	...	12	12	—	—	
District Courts.								
21. 1 President	...	...	£P.32—1—37	420	432	12	—	21. Increment.
22. 2 Presidents	...	...	21—1—25	537	550	13	—	22. Increments.
23. 2 Members	...	...	21—1—25	516	528	12	—	23. Increment.
24. 2 Members	...	...	17—1—20	430	432	2	—	24. Increment.
25. 4 Public Prosecutors	...	...	17—1—20	929	912	—	17	25. Change in holders of posts.
26. 1 Execution Officer	...	...	9—1—12	144	—	—	144	26. Vide 27.
27. 1 Execution Officer	...	...	13—1—16	—	156	156	—	27. Promotion from 26.
28. 3 Chief Clerks to Courts	...	...	13—1—16	477	520	43	—	28. Increments and changes of holders.
29. 4 Clerks to Courts	...	...	9—1—12	444	486	42	—	29. 4 Increments and correction of error.
30. 6 Clerks to Courts...	...	...	6—1—8	490	535	45	—	
31. 1 Clerk to Execution Officer	...	...	6—1—8	—	36	36	—	31. New post from 1st October, 1931.
32. 4 Clerks to Public Prosecutors	...	...	6—1—8	354	384	30	—	32. 4 Increments and correction of error.
33. Compensatory Allowance	...	...	...	48	11	—	37	
34. 9 Process Servers	...	...	...	432	—	—	432	34. See 35.
35. 10 Process Servers	...	...	...	—	480	480	—	35. From 34 with 1 new post.
36. Orderlies	...	...	...	84	84	—	—	
Notary Public Office.								
37. Notary Public	...	...	£P.9—1—12	144	—	—	144	37. See 38.
38. Notary Public	...	...	13—1—16	—	156	156	—	38. Promotion from 37.
Magistrates' Courts.								
39. 2 Magistrates	...	...	£P.21—1—25	558	504	—	54	39. Changes in holders of post.
40. 3 Magistrates	...	...	17—1—20	697	720	23	—	40. 3 Increments and changes in holders.
41. 6 Clerks	...	...	9—1—12	773	836	63	—	41. 6 Increments and correction of error.
42. 4 Clerks	...	...	6—1—8	324	336	12	—	42. 2 Increments.
43. Compensatory Allowance	...	...	...	26	24	—	2	
44. 11 Process Servers	...	...	...	528	528	—	—	
45. Orderly	...	...	...	24	24	—	—	
Total Personal Emoluments	...	...	...	13,781	14,377	2,915	2,319	

B. Other Charges.								
46. Transport and Travelling	...	...	...	700	700	—	—	
47. Lighting and Heating	...	...	...	75	75	—	—	
48. Contingencies	...	...	...	35	40	5	—	
49. Postage, Telegrams, and Telephones	...	...	...	194	175	—	19	
50. Clothing, Process-Servers, &c.	...	...	...	90	90	—	—	
51. Medico-legal Expenses	...	...	...	450	450	—	—	
52. Tribal Court Expenses	...	...	...	125	160	35	—	
53. Purchase of Legal Books	...	...	...	40	50	10	—	
Total Other Charges	...	...	...	1,709	1,740	50	19	
Total Legal Department	...	...	...	15,490	16,117	2,965	2,338	Net Increase £P.627.

(VIII) Sharia' Courts.								
A. Personal Emoluments.								
1. Kadi el Kuda	...	...	Vacant	—	—	—	—	
2. Clerk	...	...	£P.13—1—16	180	186	6	—	2. Increment.
3. Clerk	...	...	6—1—8	84	90	6	—	3. Increment.
4. Orderly	...	...	...	36	36	—	—	
Courts.								
5. 2 Kadis	...	...	£P.21—1—25	576	600	24	—	5. 2 Increments.
6. 5 Kadis	...	...	17—1—20	1,122	1,125	3	—	6. Increments and changes in holders.
7. 8 Clerks to Courts	...	...	9—1—12	975	1,002	27	—	7. Increments.
8. 7 Process Servers	...	...	...	336	336	—	—	
Miscellaneous.								
9. Mudir Aytam (Director, Orphans Estates)	...	...	£P.13—1—16	—	78	78	—	9. New post from 1st October, 1931.
10. Mufti Amman	...	...	6—1—8	96	96	—	—	
11. Mufti Irbid	...	...	6—1—8	96	96	—	—	
12. Compensatory Allowance	...	...	...	55	61	6	—	12. Wrongly calculated in 1930-31.
Total Personal Emoluments	...	...	...	3,556	3,706	150	—	
B. Other Charges.								
13. Transport and Travelling	...	...	...	190	190	—	—	
14. Lighting and Heating	...	...	...	25	25	—	1	
15. Contingencies	...	...	...	7	10	3	—	
16. Postage, Telegrams, and Telephones	...	...	...	30	30	—	—	
Total Other Charges	...	...	...	253	255	3	1	
Total Sharia' Courts	...	...	...	3,809	3,961	153	1	Net increase £P.152.

Head and Sub-Head.				1930-31. £P.	1931-32. £P.	Increase. £P.	Decrease. £P.	Remarks.
(IX) Finance Department.								
A. Personal Emoluments.								
1. Treasurer	...	...	£P. 48-2-58	—	576	576	—	
2. Financial Adviser	...	...	Special	990	990	—	—	
3. Assistant Treasurer	...	...	38-2-46	528	504	—	24	3. Previously shown as Chief Accountant. Increment.
4. Chief Revenue Officer	...	...	38-2-46	480	—	—	480	4. Abolished.
5. 2 Assistant Treasurers	...	...	26-1-31	624	654	30	—	5. Previously shown as 1 Finance Inspector and 1 Accountant.
6. Controller of Stores	...	...	21-1-25	276	288	12	—	6. Increment.
7. 2 Treasury Officers	...	...	21-1-25	504	522	18	—	7. Previously shown as 2 Accountants.
8. Chief Clerk	...	...	17-1-20	222	228	6	—	8. Increment.
9. 4 District Sub-Accountants	...	...	17-1-20	—	828	828	—	9. 2 from Item 10; 2 promotions from Item 11.
10. 2 District Sub-Accountants	...	...	17-1-20	414	—	—	414	10. To Item 9.
11. 5 District Sub-Accountants	...	...	13-1-16	786	—	—	786	11. Vide Items 10-12.
12. 4 District Sub-Accountants	...	...	13-1-16	—	702	702	—	12. 3 from Item 11 and 1 from Item 15 on promotion.
13. 3 Treasury Officers	...	...	13-1-16	565	556	—	9	13. Previously shown as Stores Officer, Accountant and Revenue Officer.
14. 2 Inspectors of Tax Collectors	...	...	13-1-16	—	312	312	—	14. New posts.
15. 1 District Sub-Accountant	...	...	9-1-12	168	—	—	168	15. Promotion to Item 12.
16. 12 Clerks	...	...	9-1-12	1,578	1,573	—	5	
17. 13 Clerks	...	...	6-1-8	1,196	1,205	9	—	
18. 34 Tax Collectors	...	...	...	2,856	2,856	—	—	
19. Orderlies	...	...	...	384	360	—	24	
20. Compensatory Allowance	...	...	...	116	110	—	6	
Total Personal Emoluments	...	...		11,687	12,264	2,493	1,916	
B. Other Charges.								
21. Transport and Travelling	...	...	...	1,300	1,360	60	—	
22. Lighting and Heating	...	...	...	78	90	12	—	
23. Contingencies	...	...	...	40	40	—	—	
24. Postage, Telegrams, and Telephones	...	...	...	220	220	—	—	
25. Cost of Tithe Estimation	...	...	...	1,100	1,100	—	—	
26. Cost of Animal Enumeration	...	...	...	1,400	1,400	—	—	
27. Allowance to Registrar of Trade Marks	...	...	...	50	50	—	—	
Total Other Charges	...	...		4,188	4,260	72	—	
Total Finance Department	...	...		15,875	16,524	2,565	1,916	Net Increase £P.649.

(X) Customs and Excise.								
A. Personal Emoluments.								
1. Director	...	...	Special	1,000	1,000	—	—	
2. Inspector	...	...	£P. 21-1-25	269	281	12	—	2. Increment.
3. Controller	...	...	17-1-20	201	210	9	—	3. Increment and correction of error.
4. 2 Clerks	...	...	13-1-16	307	346	39	—	4. Increments and changes in holders.
5. 1 Clerk	...	...	9-1-12	116	127	11	—	5. 1 increment and correction of error.
6. 2 Clerks	...	...	6-1-8	144	166	22	—	6. 2 increments and correction of error.
7. Apprentice	...	...	...	42	42	—	—	
8. Orderly	...	...	...	36	36	—	—	
Districts.								
9. 1 Customs and Excise Officer	...	...	£P. 17-1-20	223	—	—	223	9. Vide Item 10.
10. 2 Customs and Excise Officers	...	...	17-1-20	—	433	433	—	10. One from Item 9. One promotion from Item 11.
11. 3 Customs and Excise Officers	...	...	13-1-16	493	—	—	493	11. Vide Items 10-12.
12. 2 Customs and Excise Officers	...	...	13-1-16	—	337	337	—	12. From Item 11.
13. 1 Valuer	...	...	13-1-16	176	162	—	14	13. Change of holder.
14. 1 Accountant and Cashier	...	...	13-1-16	159	167	8	—	14. Increment and correction of error.
15. 5 Customs and Excise Officers	...	...	9-1-12	532	624	92	—	15. Increments and correction of error.
16. 2 Examiners	...	...	9-1-12	229	239	10	—	16. Increments.
17. 1 Valuer	...	...	9-1-12	116	124	8	—	17. Increment and correction of error.
18. 1 Storekeeper	...	...	9-1-12	118	124	6	—	18. Increment.
19. 1 Storekeeper	...	...	6-1-8	—	80	80	—	19. From Item 20.
20. 2 Storekeepers	...	...	6-1-8	163	—	—	163	20. One to Item 19. One to Item 23.
21. 2 Clerks	...	...	6-1-8	162	161	—	1	
22. 1 Assistant Accountant	...	...	6-1-8	82	89	7	—	22. Increment and correction of error.
23. 1 Customs and Excise Officer	...	...	6-1-8	—	82	82	—	23. From Item 20.
24. Compensatory Allowance	...	...	...	45	45	—	—	
25. 18 Customs Guards, £P.5	...	...	...	1,080	1,080	—	—	
26. Porters	...	...	...	330	330	—	—	
27. Watchmen and Orderlies	...	...	...	144	144	—	—	
Total Personal Emoluments	...	...		6,167	6,429	1,156	894	
B. Other Charges.								
28. Transport and Travelling	...	...	...	800	750	—	50	
29. Lighting and Heating	...	...	...	35	50	15	—	
30. Contingencies	...	...	...	76	60	—	16	
31. Postage, Telegrams, and Telephones	...	...	...	80	100	20	—	
32. Clothing	...	...	...	120	120	—	—	
33. Rewards and Gratuities	...	...	...	350	300	—	50	
34. Banderolles	...	...	...	200	300	100	—	
Total Other Charges	...	...		1,661	1,680	135	116	
Total Customs and Excise	...	...		7,828	8,109	1,291	1,010	Net Increase £P.281.

Head and Sub-Head.	1930-31. £P.	1931-32. £P.	Increase. £P.	Decrease. £P.	Remarks.
(XI) Public Health Department.					
A. Personal Emoluments.					
1. Director Special	750	750	—	—	
2. Chief Clerk £P. 17- ¹ / ₂ -20	210	210	—	—	
3. Clerk 13- ¹ / ₂ -16	162	162	—	—	
4. Clerk 9- ¹ / ₂ -12	132	138	6	—	4. Increment.
5. Ambulance Driver	84	96	12	—	5. Increase of pay.
6. Orderly	36	36	—	—	
Government Hospital—Amman.					
7. Medical Officer £P. 26-1-31	348	372	24	—	7. Change of holder.
8. Dispenser 21-1-25	264	264	—	—	
9. Matron 9- ¹ / ₂ -12	115	121	6	—	9. Increment.
10. Nurse 6- ¹ / ₂ -8	96	—	—	96	10. Vide Item 11.
11. Nurse 9- ¹ / ₂ -12	—	108	108	—	11. Promotion.
12. 2 Male Attendants 5	60	90	30	—	12. One new post from 1st October, 1931.
13. Dispensary Attendant 4	48	—	—	48	13. Vide Item 14.
14. Dispensary Attendant 5	—	60	60	—	14. Promotion.
15. Ward Maid 4	48	48	—	—	
16. Cook, Washerwoman and Orderlies, &c.	144	126	—	18	
Government Hospital—Irbid.					
17. Dispenser £P. 17- ¹ / ₂ -20	—	102	102	—	17. From 1st October, 1931.
18. Nurse 9- ¹ / ₂ -12	—	54	54	—	18. From 1st October, 1931.
19. Nurse 5	—	36	36	—	19. From 1st October, 1931.
20. Cook and Washerwoman	—	36	36	—	20. From 1st October, 1931.
Government Laboratory.					
21. Bacteriologist £P. 32-1-37	444	444	—	—	
22. Laboratory Assistant 9- ¹ / ₂ -12	144	144	—	—	
23. Laboratory Attendant	—	18	18	—	23. New post from 1st October, 1931.
Districts.					
24. 1 Medical Officer £P. 32-1-37	396	408	12	—	24. Increment.
25. 8 Medical Officers 26-1-31	2,768	—	—	2,768	25. Vide Item 26.
26. 9 Medical Officers 26-1-31	—	2,962	2,962	—	26. One new post from 1st October, 1931.
27. Public Health Inspector 9- ¹ / ₂ -12	120	126	6	—	27. Increment.
28. 3 Anti-Malarial Inspectors 9- ¹ / ₂ -12	360	360	—	—	
29. 1 Anti-Malarial Inspector 6- ¹ / ₂ -8	84	90	6	—	29. Increment.
30. 1 Clerk to District Medical Officer 6- ¹ / ₂ -8	73	—	—	73	30. Vide Item 31.
31. 5 Clerks to District Medical Officer	—	232	232	—	31. Four new posts from 1st October, 1931.
32. Infant Welfare Nurse 9- ¹ / ₂ -12	111	117	6	—	32. Increment.

33. 2 Public Health Orderlies £P. 7	168	—	—	168	33. Vide Item 34.
34. 4 Public Health Orderlies 7	—	336	336	—	34. Two from Item 33 and two promotions from 35.
35. 4 Public Health Orderlies 6	288	—	—	288	35. Vide 34 and 36.
36. 2 Public Health Orderlies 6	—	144	144	—	
37. 5 Ophthalmic and Medical Attendants 6	420	420	—	—	
38. Compensatory Allowance	58	85	27	—	38. Wrongly estimated in 1930-31.
Total Personal Emoluments	7,931	7,689	4,217	3,459	
B. Other Charges.					
39. Transport and Travelling	750	800	50	—	
40. Lighting and Heating	50	50	—	—	
41. Contingencies	20	20	—	—	
42. Postage, Telegrams, and Telephones	107	105	—	2	
43. Clothing	127	137	10	—	
44. Government Patients in Private Hospitals	100	150	50	—	
45. Medical Stores and Equipment	800	1,200	400	—	
46. Epidemic Measures	400	400	—	—	
47. Anti-Malarial Measures	100	100	—	—	
48. Vaccine, Sera, &c.	140	150	10	—	
49. Medical Library	20	20	—	—	
50. Fees, Notification of Births and Deaths	100	180	80	—	
51. Dieting Staff and Patients	350	400	50	—	
52. Subsidy to Es Salt Hospital	240	240	—	—	
53. Colonial Medical Advisory Committee	5	5	—	—	
Total Other Charges	3,309	3,957	650	2	
Total Public Health Department	11,240	12,646	4,867	3,461	Net Increase—£P. 1,406.

(XI A.) Ma'an Quarantine.					
1. Allowance to Medical Officer-in-Charge	12	12	—	—	
2. 1 Sub-Inspector 3 months at £P. 8	24	24	—	—	
3. 1 Guard £P. 4	12	12	—	—	
4. 1 Attendant £P. 3	9	9	—	—	
5. 1 Scavenger £P. 3	9	—	—	9	
Total Personal Emoluments	66	57	—	9	
B. Other Charges.					
6. Dieting 200 Pilgrims	49	49	—	—	
Total Ma'an Quarantine	115	106	—	9	Net Decrease £P. 9.

Head and Sub-Head.	1930-31. £P.	1931-32. £P.	Increase. £P.	Decrease. £P.	Remarks.
(XII) Education Department.					
A. Personal Emoluments.					
1. Director	£P.38—2—46	528	552	24	1. Increment.
2. 2 Inspectors	26—1—31	486	654	168	2. (In 1930-31 one of these Inspectors was provided for 6 months only.)
3. Chief Clerk	17—1—20	216	222	6	3. Increment.
4. Accountant	9—1—12	129	134	5	4. Increment.
5. Clerk	9—1—12	119	124	5	5. Increment.
6. Clerk and Storekeeper	6—1—8	84	90	6	6. Increment.
7. Compensatory Allowance	...	22	24	2	7. Wrongly calculated in 1930-31.
8. Orderly	...	36	36	—	
Boys' Schools.					
9. 1 Headmaster	£P.21—1—25	300	—	300	9. Vide Item 10.
10. 1 Headmaster	26—1—31	—	306	306	10. Promotion from Item 9 as from 1st October, 1931.
11. 4 Masters	21—1—25	—	504	504	11. Four new posts from 1st October, 1931, for Boarding School Es Salt.
12. 3 Headmasters	17—1—20	666	684	18	12. Three Increments.
13. 6 Masters	17—1—20	1,301	1,300	—	1
14. 6 Masters	13—1—16	1,349	1,055	—	294
15. 9 Headmasters	9—1—12	1,182	1,170	—	12
16. 12 Masters	9—1—12	1,549	1,582	33	14. Two posts in this grade have been abolished.
17. 40 Masters	6—1—8	3,568	3,582	14	15. Changes in holders.
18. 31 Village School Masters... ..	6—1—8	2,716	2,721	5	16. Increments.
19. Clerk and Accountant	9—1—12	—	54	54	17. Increments.
20. Compensatory Allowances... ..	...	173	134	—	18. Increments.
21. Cooks, Orderlies, Servants, &c.	...	390	462	72	19. New post for Es Salt Boarding School, 1st October, 1931.
Girls' Schools.					
22. 3 Headmistresses	£P.13—1—16	553	570	17	21. Increase for Es Salt Boarding School.
23. 5 Headmistresses	9—1—12	406	378	—	22. Increments.
24. 7 Mistresses	9—1—12	853	—	853	23. Changes in holders.
25. 9 Mistresses	9—1—12	—	946	946	24. Vide Item 25.
26. 11 Mistresses	6—1—8	937	969	32	25. Two additional Mistresses from 1st October, 1931.
27. Compensatory Allowance	...	32	20	—	26. Increments.
28. Orderlies	...	240	240	—	
Arts and Crafts School.					
29. Headmaster	£P.17—1—20	222	—	222	29. Vide Item 30.
30. Headmaster	21—1—25	—	252	252	30. Promotion.
31. Master Smith	13—1—16	180	186	6	31. Increment.
32. Master Plumber	13—1—16	156	163	7	32. Increment and correction of error.
33. Master Carpenter	9—1—12	144	144	—	

34. Accountant and Storekeeper	£P.9—1—12	—	108	108	—	34. Amalgamation of two posts £P.6—1—8 (Item 39 40)
35. Master, Reading and Writing	6—1—8	72	74	2	—	36. } New posts, 1st October, 1931.
36. Master Weaver	6—1—8	—	36	36	—	37. }
37. Instructor Cane Chair Making	6—1—8	—	36	36	—	
38. Master Carpenter	6—1—8	96	96	—	—	39. Abolished.
39. Master Smith	6—1—8	96	—	—	96	40. } See Item 34.
40. Clerk and Accountant	6—1—8	89	—	—	89	41. }
41. Stores Clerk	6—1—8	75	—	—	75	
42. Compensatory Allowance	...	21	20	—	1	
43. Cook, Washerwoman, Servants, &c.	...	210	210	—	—	
Agricultural School.						
44. 3 Masters	£P.26—1—31	—	468	468	—	44. From 1st October, 1931.
45. 1 Superior of Labour	9—1—12	—	54	54	—	45. From 1st October, 1931.
46. Syce, Gardener, Labourers	...	—	120	120	—	46. From 1st October, 1931.
Total Personal Emoluments		19,196	20,480	3,306	2,022	
Other Charges.						
47. Transport and Travelling	...	320	320	—	—	
48. Lighting and Heating	...	96	96	—	—	
49. Contingencies	...	62	62	—	—	
50. Postage, Telegrams, and Telephones	...	70	70	—	—	
51. Rations for Boarding Schools	...	750	1,150	400	—	
52. Books and School Equipment	...	1,500	1,280	—	220	
53. Stores and Equipment, Arts and Crafts School	...	900	900	—	—	
54. Water	...	100	100	—	—	
55. Training School Fees	...	488	488	—	—	
56. Stores and Equipment for Agricultural School	...	—	550	550	—	
Total Other Charges		4,286	5,016	950	220	
Total Education Department		23,482	25,496	4,256	2,242	Net Increase, £P.2,014.

(XIII) Agriculture, Forests, and Veterinary.

1. Director	£P.38—2—46	552	—	552	1. Vide Item 2.
2. Director	48—2—58	—	576	576	2. Promotion from Item 1.
3. Entomologist	32—1—37	—	192	192	3. New post from 1st October, 1931.
4. 1 Agricultural Assistant	21—1—25	282	300	18	4. Increment and correction of error.
5. 1 Agricultural Assistant	17—1—20	222	228	6	5. Increment.
6. 1 Clerk	9—1—12	129	138	9	6. Increment and correction of error.
7. 2 Clerks	6—1—8	158	166	8	7. Increment and correction of error.
8. Orderly	...	36	36	—	

Head and Sub-Head.	1930-31. £P.	1931-32. £P.	Increase. £P.	Decrease. £P.	Remarks.
(XIII) Agriculture, Forests, and Veterinary—contd.					
<i>Districts.</i>					
9. 3 Agricultural Officers £P.9-1-12	270	—	—	270	9. Vide Item 11.
10. 3 Forest Guards 8	288	—	—	288	10. Vide Item 11.
11. 6 Agricultural and Forestry Officers ... 9-1-12	—	610	610	—	11. From Item 9-10 (latter promoted 1st October, 1931 only).
12. 9 Forest Guards 5	540	540	—	—	
13. 1 Overseer—Experimental Station ... 7	84	84	—	—	
14. 4 Gardeners 4	288	288	—	—	
15. 1 Revenue Collector 5	60	60	—	—	
<i>Veterinary.</i>					
16. Chief Veterinary Officer £P.26-1-31	372	—	—	372	16. Vide Item 17.
17. Chief Veterinary Officer 32-1-37	—	384	384	—	17. Promotion from 16.
18. Veterinary Officer 21-1-25	—	126	126	—	
19. Veterinary Officer 9-1-12	144	144	—	—	19. New post from 1st October, 1931.
20. Syce	36	36	—	—	
21. Compensatory Allowance	26	21	—	5	
Total Personal Emoluments	3,487	3,929	1,929	1,487	
B. Other Charges.					
22. Transport and Travelling	750	800	50	—	
23. Lighting and Heating	35	35	—	—	
24. Contingencies	30	30	—	—	
25. Postage, Telegrams, and Telephones	100	100	—	—	
26. Clothing	48	48	—	—	
27. Epidemic Measures	1,000	1,200	200	—	27. £P.400 for Entomological Section.
28. Veterinary Stores and Equipment	50	50	—	—	
29. Pruning and Afforestation	300	500	200	—	
30. Instruction of Cultivators in the Extraction of Olive Oil and preparation of Preserved Olives	—	150	150	—	
31. Experimental Stations	240	—	—	240	31. Vide Items 33 and 34.
32. Purchase of Pedigree Sheep and Goats	—	200	200	—	
33. Upkeep of Nurseries and Experimental Stations	200	490	290	—	33. Includes provision formerly made under Item 31
34. Labour—Nurseries and Experimental Stations	330	400	70	—	34. do. do.
35. Purchase of Entomological Equipment... ..	—	200	200	—	
36. Purchase of Books	20	20	—	—	
37. Subscription to Locust Intelligence Bureau	110	110	—	—	
38. Subscription to Locust Control Committee	—	50	50	—	
Total Other Charges	3,213	4,383	1,410	240	
Total Agriculture	6,700	8,312	3,339	1,727	Net increase £P.1,612.

40

(XIV) Department of Antiquities.					
A. Personal Emoluments.					
1. Director £P.32-1-37	384	401	17	—	1. Increment and correction of error.
2. Inspector Special	700	800	100	—	2. Vide Memorandum.
3. Assistant Inspector 26-1-31	312	329	17	—	3. Increment and correction of error.
4. Sub-Inspector 9-1-12	121	126	5	—	4. Increment.
5. Clerk 9-1-12	125	130	5	—	5. Increment.
6. Compensatory Allowance	25	25	—	—	
7. 5 Guards	228	318	90	—	7. In 1930-31, 1 Guard was provided for 6 months only
8. Orderly	36	36	—	—	1 new post, £P.54.
Total Personal Emoluments	1,931	2,165	234	—	
B. Other Charges.					
9. Transport and Travelling	460	460	—	—	
10. Lighting and Heating	10	10	—	—	
11. Contingencies	5	5	—	—	
12. Clothing	20	20	—	—	
13. Postage, Telegrams, and Telephones	30	30	—	—	
14. Redemption	50	50	—	—	
15. Publications	75	75	—	—	
16. Conservation of Antiquities	—	100	100	—	
Total Other Charges	650	750	100	—	
Total Antiquities	2,581	2,915	334	—	Net increase, £P.334.
(XV) Public Works Department.					
A. Personal Emoluments.					
1. Director £P.48-2-58	648	672	24	—	
2. 1 Technical Assistant 32-1-37	—	192	192	—	2. New post from 1st October, 1931.
3. 3 Technical Assistants 26-1-31	1,050	1,086	36	—	3. Increments.
4. 1 Road Inspector 17-1-20	216	224	8	—	4. Increment and correction of error.
5. 2 Draughtsmen 17-1-20	449	461	12	—	5. 2 Increments.
6. Chief Clerk 17-1-20	207	210	3	—	6. Increment.
7. 2 Works Foremen 17-1-20	—	204	204	—	7. Two new posts, 1st October, 1931.
8. 1 Works Foreman 13-1-16	—	78	78	—	8. New post from 1st October, 1931.
9. Accountant 13-1-16	174	180	6	—	9. Increment.
10. Storekeeper 9-1-12	144	144	—	—	
11. 4 Clerks 9-1-12	442	466	24	—	
12. 2 Clerks 6-1-8	166	178	12	—	11. Increments (three of these posts are technical).
13. Mechanic—His Highness's Lighting Plant, &c.	180	—	—	180	12. Increments.
14. Orderlies, Porters, &c.	72	135	63	—	13. See Item 11 Head 15A.
15. Compensatory Allowances	30	25	—	—	
Total Personal Emoluments	3,778	4,255	662	185	

41

227

Head and Sub-Head.	1930-31. £P.	1931-32. £P.	Increase. £P.	Decrease. £P.	Remarks.
(XV) Public Works Department—contd.	3,778	4,255	662	185	
B. Other Charges.	700	700	—	—	
16. Transport and Travelling	15	20	5	—	
17. Lighting and Heating	10	10	—	—	
18. Contingencies	43	60	17	—	
19. Postage, Telegrams, and Telephones	30	30	—	—	
20. Drawing Materials	40	10	—	30	
21. Engineering Instruments	15	20	5	—	
22. Technical Books	—	—	—	—	
Total Other Charges	853	850	27	30	
Total Public Works Department	4,631	5,105	689	215	Net Increase £P.474.
(XVA) Public Works Recurrent.	190	200	10	—	
1. Tools and Equipment, Village Roads	1,500	2,000	500	—	
2. Current Repairs to Government Buildings	600	850	250	—	
3. Minor New Works	200	250	50	—	
4. Tools and Equipment	4,000	5,500	1,500	—	
5. Rents	400	550	150	—	
6. Furniture for Government Offices	500	550	50	—	
7. Furniture for Government Schools	9,000	13,000	4,000	—	
8. Maintenance of Roads	200	250	50	—	
9. Maintenance of His Highness's Residence	50	50	—	—	
10. Freightage Unallocated Stores	—	—	—	—	
11. Maintenance of His Highness's Electric Light and Water Supply	300	500	200	—	11. £P.180 from Public Works Department. Salary of Mechanic.
12. Preliminary Surveys	40	—	—	40	
Total Public Works Recurrent	16,980	23,700	6,760	40	Net Increase £P.6,720.
(XVI) Posts, Telegraphs, and Telephones.					
A. Personal Emoluments.	£P.38—2—46	552	96	—	1. Proper incremental stage of present holder.
1. Director	17—1—20	210	26	—	2. Proper incremental stage of present holder.
2. Inspector	17—1—20	207	9	—	3. Proper incremental stage of present holder.
3. 1 Accountant	13—1—16	160	1	—	
4. 1 Cashier	13—1—16	159	9	—	5. Proper incremental stage.
5. Chief Clerk	13—1—16	158	—	—	
6. 1 Accounts Clerk	9—1—12	229	16	—	7. Increments and correction.
7. 2 Clerks	9—1—12	110	2	—	
8. 1 Stores Officer	6—1—8	311	18	—	9. Three increments.
9. 3 Clerks	—	—	—	—	

District Post Offices.												
10.	1	Postmaster	...	...	...	£P.17—1—20	213	224	11	—	10.	Proper incremental stage of present holder.
11.	3	Postmasters	...	...	...	13—1—16	450	477	27	—	11.	Proper incremental stage of present holder.
12.	1	Telegraph and telephone supervisor	...	...	...	13—1—16	150	156	9	—	12.	Proper incremental stage of present holder.
13.	5	Postmasters	...	...	...	9—1—12	575	602	27	—	13.	Increments.
14.	4	Posts and Telegraphs Clerks	...	...	...	9—1—12	467	472	5	—	14.	One increment.
15.	5	Postmasters	...	...	...	6—1—8	404	396	—	8	15.	Increments.
16.	13	Posts and Telegraphs Clerks	...	...	...	6—1—8	1,090	1,157	67	—	16.	Increments.
.												
Engineering.												
17.	1	Technical Officer	...	...	...	£P.21—1—25	292	300	8	—	17.	Increment.
18.	1	Assistant Technical Officer	...	...	...	17—1—20	231	237	6	—	18.	Increment.
19.	1	Head Linesman	...	...	...	13—1—16	159	162	3	—	19.	Increment.
20.	2	Linesmen	...	...	...	6—1—8	144	156	12	—	20.	Increments.
21.	6	Linesmen	...	...	...	£P.6	432	432	—	—		
22.	20	Linesmen	...	...	...	£P.5	780	1,200	420	—	22.	Seven new posts.
General.												
23.	Compensatory Allowances					...	31	30	—	1		
24.	5	Apprentices	...	...	...	£P.3½	210	210	—	—		
25.	Postmen and Messengers:—											
	10	at £P.4 p.m.	...	...	...		516	—	—	516		
	2	at £P.3 p.m.	...	...	...			—	—			
	12	at £P.4 p.m.	...	...	...			648	648	—		
	2	at £P.3 p.m.	...	...	...							
26.	Labour	...	...	...	...		200	200	—	—	26.	Formerly under "Other Charges."
Total Personal Emoluments							8,263	9,158	1,420	525		
B. Other Charges.												
27.	Transport and Travelling					...	580	770	190	—		
28.	Lighting and Heating					...	85	85	—	—		
29.	Contingencies					...	22	22	—	—		
30.	Clothing for Postmen and Linesmen					...	44	152	108	—		
31.	Stores and Equipment					...	2,100	3,250	1,150	—	31.	£P.250 for tents and tools for Extraordinary programme.
32.	Transport of Mails...					...	1,000	1,200	200	—		
33.	Commission to Postal Agents					...	40	60	20	—		
34.	Hedjaz Railway for Ma'an Telegraph Line					...	231	231	—	—		
Total Other Charges							4,102	5,770	1,668	—		
Total Posts, Telegraphs, and Telephones							12,365	14,928	3,088	525		Net Increase £P.2,563.

Head and Sub-Head.		1930-31. £P.	1931-32. £P.	Increase. £P.	Decrease. £P.	Remarks.
(XVII) Lands Department.						
A. Personal Emoluments.						
1. Director	Special	1,000	1,000	—	—	
2. Controller of State Domains	£P.26-1-31	372	372	—	—	
3. Chief Clerk	17-1-20	240	—	—	240	3. Vide 4.
4. Chief Clerk and Computer	21-1-25	—	276	276	—	4. Vide 3.
5. Clerk	13-1-16	162	162	—	—	
6. Clerk	9-1-12	138	116	—	22	6. Change of holder.
Surveys.						
7. Director of Survey	Special	620	700	80	—	
8. Chief Demarcation Officer	£P.32-1-37	384	396	12	—	8. Increment.
9. Demarcation Officer	21-1-25	252	—	—	252	9. Vide Item 10.
10. Demarcation Officer	26-1-31	—	312	312	—	10. Promotion from Item 9.
11. Inspector	26-1-31	324	324	—	—	
12. 2 Surveyors	17-1-20	408	—	—	408	12. Vide Item 13.
13. 3 Surveyors	17-1-20	—	624	624	—	13. Two from Item 12. One promotion from Item 14.
14. 1 Surveyor	13-1-16	180	—	—	180	14. Vide Item 13.
15. 19 Surveyors	9-1-12	2,028	2,184	156	—	15. Increments.
16. Chainmen (40)	—	1,080	1,440	360	—	16. Increase of 10 Chainmen.
17. Labour	—	1,200	1,650	450	—	
18. Field Allowance	—	600	650	50	—	
Land Registry.						
19. Director of Land Registry	£P.26-1-31	324	336	12	—	19. Increment.
20. 1 Land Registry Officer	17-1-20	240	240	—	—	
21. 3 Land Registry Officers	13-1-16	546	549	3	—	21. One increment.
22. 3 Land Registry Officers	9-1-12	420	—	—	420	22. Vide Item 23.
23. 2 Land Registry Officers	9-1-12	—	275	275	—	23. Reduction of 1 post.
24. 2 Clerks	6-1-8	186	—	—	186	24. Vide Item 25.
25. 1 Clerk	6-1-8	—	96	96	—	25. Reduction of 1 post.
General.						
26. Orderlies	—	144	144	—	—	
27. Compensatory Allowance	—	40	30	—	10	
Total Personal Emoluments	—	10,888	11,876	2,706	1,718	

B. Other Charges.						
28. Transport and Travelling	—	1,100	1,250	150	—	
29. Lighting and Heating	—	50	50	—	—	
30. Contingencies	—	96	96	—	—	
31. Postage, Telegrams, and Telephones	—	30	40	10	—	
32. Technical Equipment	—	350	250	—	100	
33. Tentage and Camp Equipment	—	300	200	—	100	
34. Survey Marks	—	550	900	350	—	
35. Boots for Labourers	—	100	100	—	—	
Total Other Charges	—	2,576	2,886	710	200	
Total Lands Department	—	13,464	14,762	3,216	1,918	Net Increase £P.1,298.

(XVIII) Police and Prisons.

A. Police.

Personal Emoluments.

1. Commandant	£P.800-50-1,050	1,050	1,050	—	—	
2. Expatriation Allowance	—	150	150	—	—	
3. Assistant Commandant	£P.550-25-750	690	715	25	—	3. Increment.
4. Expatriation Allowance	—	100	100	—	—	
5. Accountant	£P.300-10-550	433	443	10	—	5. Increment.
6. Expatriation Allowance	—	50	50	—	—	
7. 1 Paymaster	£P.21-1-25	252	—	—	252	7. Vide Item 8.
8. 1 Paymaster	17-1-20	—	204	204	—	8. Regrading.
9. 3 Investigation Officers	13-1-16	96	—	—	96	
10. 1 Armourer	8 p.m.	96	96	—	—	
11. 5 Saddlers	6 p.m.	360	360	—	—	
12. 1 W/T Mechanic	10 p.m.	120	120	—	—	
13. 2 W/T Operators	8 p.m.	192	192	—	—	
14. 2 Linemen	5 p.m.	120	120	—	—	
15. 2 Clerks	21-1-25	564	588	24	—	15. Increments.
16. 5 Clerks	13-1-16	822	—	—	822	16. Vide 17. One for six months only.
17. 4 Clerks	13-1-16	—	690	690	—	17. One abolished on creation of new post in Bedu Control Board.
18. 3 Clerks	9-1-12	402	—	—	402	
19. 4 Clerks	9-1-12	—	504	504	—	19. One new post. (Vide memorandum.)
20. 1 Clerk	6-1-8	112	—	—	112	
21. 3 Clerks	6-1-8	—	234	234	—	21. Two new posts (Vide memorandum.)
22. 1 Power House Mechanic	12 p.m.	144	144	—	—	
23. 1 Stores Officer	21-1-25	264	—	—	264	23. Vide Item 24.
24. 1 Stores Officer	17-1-20	—	210	210	—	24. Regrading.
25. 1 Qaid Assistant Commandant	38-2-46	456	480	24	—	25. Increment.
26. 1 Qaid	32-1-37	384	396	12	—	26. Increment.
Carried forward	—	6,857	6,846	1,937	1,948	

<i>Head and Sub-Head.</i>	1930-31. £P.	1931-32. £P.	<i>Increase. £P.</i>	<i>Decrease. £P.</i>	<i>Remarks.</i>
<i>(XVII) Police and Prisons—contd.</i>					
<i>Personal Emoluments—contd.</i>					
Brought forward	6,857	6,846	1,937	1,948	
27. 3 Wakil Qaids	936	972	36	—	27. Three increments.
28. 3 Rais	900	936	36	—	28. Three increments.
29. 16 Mulazimeen Awal	3,840	3,840	—	—	
30. 3 Mulazimeen Thani	576	—	—	576	30. Vide Item 31.
31. 4 Mulazimeen Thani	—	768	768	—	31. One from Amir's Guard.
32. 10 Wakils, 1st Class	1,200	1,260	60	—	32. Increments.
33. 10 Wakils, 2nd Class	1,080	1,080	—	—	
34. 36 Naibs	3,192	—	—	3,192	34. Vide Item 35.
35. 39 Naibs	—	3,276	3,276	—	35. One from Amir's Guard.
36. 61 Areefs	4,392	—	—	4,392	36. Vide 37.
37. 62 Areefs	—	4,464	4,464	—	37. One from Amir's Guard.
38. 439 Jundis	26,340	—	—	26,340	38. Vide Item 39.
39. 454 Jundis	—	27,240	27,240	—	39. 15 from Amir's Guard.
40. 6 Cavalrymen	—	432	432	—	40. From Amir's Guard.
41. 17 Jundis	408	408	—	—	
42. 7 Amin Seria, 1st Class	714	714	—	—	
43. 10 Amin Seria, 2nd Class	900	900	—	—	
44. 2 Passport Inspectors	192	192	—	—	
45. 1 Clerk	72	78	6	—	45. Increment.
46. 1 English Teacher	8	—	—	8	
47. Imam	60	60	—	—	
<i>Urban Police.</i>					
48. 1 Wakil Qaid	312	324	12	—	48. Increment.
49. 1 Legal Adviser	276	264	—	12	49. Change of holder.
50. 1 Mufawad, 1st Class	192	192	—	—	
51. 10 Mufawad, 2nd Class	960	960	—	—	
52. 9 Mufawad, 3rd Class	756	756	—	—	
53. 75 Constables	5,400	5,400	—	—	
54. 1 Traffic Inspector	380	380	—	—	
55. 1 Clerk	124	114	—	10	
56. 1 Clerk	114	114	—	—	
57. Compensatory Allowance	900	270	—	630	
58. Personal Allowance	168	174	6	—	58. One Officer from Amir's Guard.
Total Personal Emoluments	61,249	62,414	38,273	37,108	

<i>Police—Other Charges.</i>					
59. Forage Allowance	10,799	8,650	—	2,149	
60. Clothing, Purchase of	6,000	6,150	150	—	60. Includes Amir's Guard.
61. Compensation for Loss of Animals	300	300	—	—	
62. Veterinary	75	75	—	—	
63. Equipment	500	500	—	—	
64. Saddlery	700	700	—	—	
65. Hire of Transport	1,290	1,350	60	—	
66. Furniture	150	150	—	—	
67. Railway Transport	250	300	50	—	
68. Lighting and Heating	450	475	25	—	
69. Travelling Allowance	400	400	—	—	
70. Upkeep of Telephones	50	50	—	—	
71. Secret Service	300	300	—	—	
72. Contingencies	95	95	—	—	
73. Pension Contribution	468	468	—	—	
74. Purchase of Water	125	125	—	—	
75. Miscellaneous Stores	125	125	—	—	
76. Cost-of-Living Allowance	181	181	—	—	
77. Photographic and Fingerprinting Equipment	100	100	—	—	
78. Tentage	100	100	—	—	
79. Telegrams and Telephones	2,000	2,400	400	—	79. Insufficient in 1930-31.
80. Insurance of Stores	34	41	7	—	
Total Other Charges	24,492	23,035	692	2,149	
Total Police	85,741	85,449	38,965	39,257	Net decrease, £P.292

B. Prison.

<i>Personal Emoluments.</i>					
1. Wakil Qaid	312	324	12	—	1. Increment.
2. 1 Mulazim Awal	240	240	—	—	
3. 2 Amin Seria, 1st Class	204	204	—	—	
4. 6 Warders, 1st Class	576	576	—	—	
5. 6 Warders, 2nd Class	504	504	—	—	
6. 1 Wardress	72	72	—	—	
7. 83 Prison Guards	4,980	4,980	—	—	
8. Compensatory Allowance	100	50	—	50	
9. Personal Allowance	6	6	—	—	
Total Personal Emoluments	6,994	6,956	12	50	

Head and Sub-Head.	1930-31. £P.	1931-32. £P.	Increase. £P.	Decrease. £P.	Remarks.
(XVIII) Police and Prison—contd.					
<i>Prison—Other Charges.</i>					
10. Clothing, Prison Personnel	760	760	—	—	
11. Clothing, Prisoners	700	700	—	—	
12. Prisoners' Rations	3,500	3,400	—	100	
13. Hire of Transport	150	150	—	—	
14. Furniture	50	50	—	—	
15. Equipments	200	200	—	—	
16. Lighting and Heating	150	200	50	—	
17. Railway Transport	125	125	—	—	
18. Contingencies	20	20	—	—	
19. Horse Allowance	25	22	—	3	
20. Soap	100	100	—	—	
21. Telegrams and Telephones	50	120	70	—	
22. Material for Prison Industries	—	50	50	—	
Total Other Charges	5,830	5,897	170	103	
Total Prisons	12,824	12,853	182	153	Net Increase £P.29.
<i>C. Intelligence.</i>					
Personal Emoluments	424	—	—	424	} Replaced by "E"—Desert Patrol.
Forage Allowance	37	—	—	37	
Hire of Transport	389	—	—	389	
Travelling Allowance	50	—	—	50	
Total Intelligence	900	—	—	900	Net Decrease £P.900.
<i>D. His Highness the Amir's Guard.</i>					
1. Mulazim Thani £P.13— $\frac{1}{2}$ —16	192	—	—	192	1. Vide Item 31—Police.
2. Naib	84	—	—	84	2. Vide Item 35—Police.
3. Areef	72	—	—	72	3. Vide Item 37—Police.
4. 15 Jundis	900	—	—	900	4. Vide Item 39—Police.
5. 6 Mounted Guards	432	—	—	432	5. Vide Item 40—Police.
6. Compensatory Allowance	38	—	—	38	6. Vide Item 57—Police.
7. Allowance for Officer	73	—	—	73	
8. Personal Allowance	18	—	—	18	8. Vide Item 58—Police.
9. Clothing	151	—	—	151	9. Vide Item 60—Police.
Total His Highness the Amir's Guard ...	1,960	—	—	1,960	Net Decrease £P.1,960.

<i>E. Desert Patrol.</i>					
1. Officer Commanding Patrol Special	—	800	800	—	
2. Expatriation Allowance	—	150	150	—	
3. Cost of Living Allowance	—	75	75	—	
4. Rais £P.21—1—25	—	300	300	—	
5. Mulazim Thani 13— $\frac{1}{2}$ —16	—	192	192	—	
6. 5 Naibs 7 p.m.	—	420	420	—	
7. 8 Areefs 6 p.m.	—	576	576	—	
8. 65 Jundis 5 p.m.	—	3,900	3,900	—	
9. W/T Operator and Mechanic 12 p.m.	—	144	144	—	
10. 4 W/T Operators 10 p.m.	—	480	480	—	
11. 10 Drivers 10 p.m.	—	1,200	1,200	—	
12. 1 Fitter 12 p.m.	—	144	144	—	
13. 1 Clerk 9— $\frac{1}{2}$ —12	—	144	144	—	
Total Personal Emoluments	—	8,525	8,525	—	
<i>Other Charges.</i>					
14. Clothing	—	954	954	—	
15. Petrol and Maintenance of Transport	—	4,050	4,050	—	
16. Maintenance of Wireless	—	160	160	—	
17. Maintenance of Armament	—	150	150	—	
18. Forage Allowance	—	324	324	—	
19. Secret Service Funds	—	2,000	2,000	—	
20. Ammunition	—	50	50	—	
21. Contingencies	—	600	600	—	
Total Desert Patrol	4,700	16,813	16,813	4,700	Net Increase £P.12,113.
22. Recurrent Charges approved in Secretary of State's despatch of 19th November, 1930	4,700	—	—	4,700	
Total Desert Patrol	4,700	16,813	16,813	4,700	
(XIX) Miscellaneous.					
1. Typewriters	250	250	—	—	
2. Safes	25	25	—	—	
3. Transport of Specie	120	120	—	—	
4. Agricultural Bank, Share of Tithes	3,500	3,500	—	—	
5. Commission to Stamp Vendors	25	25	—	—	
6. Stamp Dies and Printing of Stamps	100	100	—	—	
Carried forward	4,020	4,020	—	—	

Head and Sub-Head.	1930-31. £P.	1931-32. £P.	Increase. £P.	Decrease. £P.	Remarks.
(XIX) <i>Miscellaneous—contd.</i>					
Brought forward	4,020	4,020	—	—	
7. Municipalities, Share of Taxes	1,600	1,800	200	—	
8. Pension Contributions to Palestine Government	1,000	1,000	—	—	
9. Grants and Subsidies to Sheikhs	158	158	—	—	
10. Printing and Stationery	2,400	3,600	1,200	—	
11. Sundries	760	760	—	—	
12. Crown Agents' Charges, &c.	100	100	—	—	
<i>Total Miscellaneous</i>	10,038	11,438	1,400	—	Net Increase £P.1,400.

(XX) *British Resident.*

A. *Personal Emoluments.*

1. British Resident	1,600	1,600	—	—	
2. Assistant British Resident	888	935	47	—	2. Increment.
3. Superintendent	440	450	10	—	
4. Chief Clerk	378	398	20	—	
5. Clerk, Grade II	280	280	—	—	
6. Clerk, Grade III	198	204	6	—	6. Increment.
7. 2 Clerks, Grade IV	305	318	13	—	7. Increments.
8. Compensatory Allowance	21	11	—	10	
9. Driver	180	180	—	—	
10. Qawas and Orderly	132	132	—	—	
<i>Total Personal Emoluments</i>	4,422	4,508	96	10	

B. *Other Charges.*

11. Entertainment Allowance	300	300	—	—	
12. Cost-of-Living Allowance	321	319	—	2	
13. Animal Allowance	60	60	—	—	
14. Transport	400	350	—	50	
15. Rents	367	367	—	—	
16. Lighting and Heating	20	20	—	—	
17. Contingencies	15	20	5	—	
18. Furniture	10	10	—	—	
19. Subsistence Allowance	100	90	—	10	
20. Medical	20	10	—	10	
21. Maintenance and Repairs	50	50	—	—	
22. Postage, Telegrams, and Telephones	200	200	—	—	

23. Printing and Stationery	60	60	—	—	
24. Relief	10	10	—	—	
25. Assisted Passages	75	40	—	35	
26. Pension Contributions to Palestine Government	565	565	—	—	
<i>Total Other Charges</i>	2,573	2,471	5	107	
<i>Total British Resident</i>	6,995	6,979	101	117	Net decrease, £P.16.

(XXI) *Audit.*

A. *Personal Emoluments.*

1. Auditor	200	200	—	—	
2. Chief Examiner	600	624	24	—	2. Increment.
3. 2 Clerks	633	—	—	633	3. Vide Item 4.
4. 1 Clerk	—	324	324	—	4. Decrease of one.
5. 3 Clerks	612	—	—	612	5. Vide Items 6-7.
6. 1 Clerk	—	269	269	—	6. Regraded from Item 5.
7. 2 Clerks	—	446	446	—	7. Regraded from Item 5.
8. 3 Clerks	—	468	468	—	8. Three new posts.
9. 4 Clerks	474	—	—	474	9. Vide Item 10.
10. 6 Clerks	—	736	736	—	10. Increase of two.
11. 5 Clerks	415	430	15	—	11. Increments.
12. Compensatory Allowance	7	7	—	—	
13. Orderlies	60	60	—	—	
<i>Total Personal Emoluments</i>	3,001	3,564	2,282	1,719	

B. *Other Charges.*

14. Transport and Travelling	480	500	20	—	
15. Lighting and Heating	10	15	5	—	
16. Contingencies	10	12	2	—	
17. Postage, Telegrams, and Telephones	28	25	—	3	
18. Share of Home Expenditure	51	56	5	—	
19. Cost of Living Allowance	115	115	—	—	
20. Purchase of Books	5	—	—	5	
<i>Total Other Charges</i>	699	723	32	8	
<i>Total Audit</i>	3,700	4,287	2,314	1,727	Net Increase £P.587

<i>Head and Sub-Head.</i>	<i>1930-31. £P.</i>	<i>1931-32. £P.</i>	<i>Increase. £P.</i>	<i>Decrease £P.</i>	<i>Remarks.</i>
<i>(XXII) Tribal Control Board.</i>					
1. H.H. Amir Shaker	840	840	—	—	
2. 1 Clerk <i>£P.17—$\frac{1}{2}$—20</i>	102	210	108	—	
3 Nominated Members	60	60	—	—	
Total Personal Emoluments	1,002	1,110	108	—	
<i>B. Other Charges.</i>					
4. Transport and Travelling	500	400	—	100	
Total Tribal Control Board	1,502	1,510	108	100	Net Increase £P.8.
<i>(XXIII) Trans-Jordan Frontier Force.</i>					
1 One-sixth of the Estimated Ordinary Expenditure Trans-Jordan Frontier Force for 1931	23,015	30,909	7,894	—	
Total Trans-Jordan Frontier Force	23,015	30,909	7,894	—	Net Increase £P.7,894.

<i>Head and Sub-Head.</i>	<i>EXTRAORDINARY.</i>			
	<i>Original Estimate. £P.</i>	<i>Actual Expenditure to 30/9/30. £P.</i>	<i>Estimated Expenditure to 31/3/31. £P.</i>	<i>Estimated Expenditure 1931-32. £P.</i>
<i>(XXIV) Public Works Extraordinary.</i>				
<i>Amman.</i>				
1. Improvements and Repairs to His Highness's Residence	400	—	—	400
2. Stables—Police Barracks	2,240	441	1,120	1,120
3. Installation of Latrine and Drainage—Central Prison	1,000	—	—	1,000
4. Repairs to Dibban Police Post (New Roof)	50	—	—	50
5. Pointing Zizia Police Post	75	—	—	75
6. Construction of additional accommodation—School of Arts and Crafts	600	—	—	600
7. Construction Amman-Es Salt Road	20,000	5,002	6,000	4,000
<i>Irbid.</i>				
8. Shutters for Irbid Governorate	70	—	—	70
9. Improvements—Ajlun Governorate	50	—	—	50
10. Construction—Police and Customs Posts, Jisr Sheikh Hussein	200	—	—	200
11. Improvements—Ajlun Police Barracks	65	—	—	65
12. Stables, Fencing, and Improvements—Remtha Customs Post	400	—	—	400
13. Shutters—Irbid School	130	—	—	130
14. Culverts on Irbid-Jisr Sheikh Hussein Road	300	—	—	300
15. Improvements—Irbid-Remtha Road	300	—	—	300
<i>Es Salt.</i>				
16. Construction Police and Customs Post—Jisr Ed-Damieh	200	—	—	200
17. Construction Police Post—Abu Obeida	160	—	—	160
18. Construction of Upper Storey—Es Salt School	2,000	—	—	2,000
19. Repairs to Buildings at Hummar Agricultural Station	300	—	—	300
20. Improvements—Es Salt-Allenby Bridge Road	2,400	—	—	1,000
21. Opening—Es Salt-Arda Road	700	—	—	700
<i>Kerak.</i>				
22. Improvements to Kerak Governorate	200	—	—	200
23. Improvements to Tafleleh Governorate	90	—	—	90
24. Improvements to Kerak Prison	100	—	—	100
25. Improvements to Kerak Police Barracks	100	—	—	100
26. Reconstruction of ruined portion of Kerak School	1,700	—	—	850
27. Improvements—Girls' School, Kerak	70	—	—	70
Carried forward	33,900	5,443	7,120	14,530

Head and Sub-Head.	Original Estimate.	Actual Expenditure to 30/9/30.	Estimated Expenditure to 31/3/31.	Estimated Expenditure 1931-32.
(XXIV) <i>Public Works Extraordinary—contd.</i>	£P.	£P.	£P.	£P.
Brought forward	33,900	5,443	7,120	14,530
<i>Ma'an.</i>				
28. Construction of accommodation for Civil Court ...	120	—	—	120
29. Construction of accommodation for Public Health Offices	150	—	—	150
<i>General.</i>				
30. Overseers—Village Roads	700	—	—	700
<i>Total Public Works Extraordinary</i>	34,870	5,443	7,120	15,500
(XXV) <i>Posts and Telegraphs—Extraordinary.</i>				
1. Telephone Line, Melka — Um Keis — El Hameh—Mukhaiba	470	—	—	470
2. " " Kafrinji—Ghor Abu Obeidah	580	—	—	580
3. " " Es Salt—Jisr Ed Damieh	800	—	—	800
4. " " Kerak—Ghor el Mezra	700	—	—	700
5. " " Ghor El Mezra—Ghor Es Saf	1,000	—	—	1,000
	3,550	—	—	3,550
<i>Total Posts and Telegraphs—Extraordinary</i>	3,550	—	—	3,550
(XXVI) <i>British Resident—Extraordinary.</i>	£P.			
1. Purchase of Car	300			
<i>Total</i>				
(XXVII) <i>His Highness the Amir.</i>				
1. Special Grant to His Highness The Amir for Development of Estate	3,000			
(XXVIII) <i>Trans-Jordan Frontier Force.</i>				
1. One-sixth of Estimated Extraordinary Expenditure, Trans-Jordan Frontier Force in 1931	3,541			
(XXIX) <i>Police and Prisons.</i>				
1. Purchase of 3 Wireless Sets at £P.200	600			
(XXX) <i>Antiquities</i>	500			

[C. 89483/31 [No. 7].]

Enclosures in No. 144.

"A."

Trans-Jordan Estimates, 1931-32.

Abstract showing the actual Revenue for the Year 1929-30 and the estimated Revenue for 1930-31 and 1931-32.

Head of Revenue.	Actual Expenditure, 1930-31.	Approved Estimated Revenue, 1930-31.	Revised Estimated Revenue, 1930-31.	Estimated Revenue, 1931-32.
1. Customs and Excise ...	£P. 64,168	£P. 76,000	£P. 70,000	£P. 72,000
2. Licences, Taxes, &c.	129,587	135,040	136,040	140,300
3. Fees of Court or Office, &c. ...	23,996	27,370	27,000	27,350
4. Posts and Telegraphs	13,015	15,310	20,000	16,200
5. Revenue from Government Property ...	4,720	4,600	4,600	5,500
6. Interest ...	1,011	930	930	890
7. Miscellaneous Receipts	1,925	600	631	810
8. Sale of State Domains	750	800	1,100	800
9. Grant-in-Aid Trans-Jordan Frontier Force	31,475	24,695	24,695	34,450
10. Grant - in - Aid His Majesty's Government	40,000	84,000	84,000	86,700
11. Reimbursement $\frac{1}{2}$ cost of Locust Campaign	5,500	—	—	—
	£P.316,147	£P.369,345	£P.368,996	£P.385,000

"B."

Trans-Jordan Estimates, 1931-32.

Schedule showing the Actual Expenditure for the Year 1929-30 and the Estimated Expenditure for 1930-31 and 1931-32.

Head of Expenditure.	Actual Expenditure, 1929-30.	Approved Estimated Expenditure, 1930-31.	Revised Estimated Expenditure, 1930-31.	Estimated Expenditure, 1931-32.
1. Civil List ...	£P. 15,537	£P. 13,572	£P. 13,572	£P. 14,610
2. Public Debt and Loan Charges	652	590	730	590
3. Legislature	3,442	4,076	4,070	4,082
4. Pension and Gratuities	3,705	4,100	4,500	4,400
5. Chief Minister and Interior	4,688	3,927	3,770	4,071
6. District Administration	7,800	7,195	7,170	7,337
7. Legal Department ...	15,048	15,490	15,000	16,117
8. Shara' Courts	3,539	3,809	3,700	3,961
9. Finance Department ...	15,756	15,875	15,650	16,524
10. Customs and Excise ...	7,002	7,828	7,560	8,109
11. Public Health Department				
11A. Ma'an Quarantine ...	10,824	11,240	11,000	12,646
	9	115	18	106

Head of Expenditure.	Actual Expenditure, 1929-30. £P.	Approved Estimated Expenditure, 1930-31. £P.	Revised Estimated Expenditure, 1930-31. £P.	Estimated Expenditure, 1931-32. £P.
12. Education Department	21,463	23,482	22,000	25,496
13. Agriculture, Forest, and Veterinary ...	5,418	6,700	5,900	8,312
14. Antiquities Department	1,833	2,581	2,400	2,915
15. Public Works Depart- ment ...	3,991	4,631	4,530	5,105
15A. Public Works, Recurrent	19,703	16,980	16,930	23,700
16. Posts, Telegraphs, and Telephones Depart- ment ...	10,046	12,365	12,000	14,928
17. Lands Department ...	10,701	13,464	12,760	14,762
18. Police and Prisons—				
A. Police ...	84,805	85,741	83,000	85,449
B. Prisons ...	11,927	12,824	11,700	12,853
C. Intelligence ...	931	900	900	—
D. H.H. The Amir's Guard ...	—	1,960	1,960	—
E. Desert Patrol ...	—	4,700	5,500	16,813
19. Miscellaneous ...	12,068	10,038	10,285	11,438
20. British Resident ...	6,897	6,995	6,900	6,979
21. Audit Department ...	3,198	3,700	3,400	4,287
22. Tribal Control Board...	140	1,502	1,400	1,510
23. Trans-Jordan Frontier Force (½th Ordinary Expenditure) ...	29,251	23,015	23,015	30,909
Total Ordinary Expenditure	£P.310,374	£P.319,395	£P.311,320	£P.358,009
<i>Extraordinary.</i>				
24. Public Works Extra- ordinary ...	8,087	5,245	5,100	15,500
25. Post and Telegraphs Extraordinary ...	2,120	1,000	1,000	3,550
26. British Resident Extra- ordinary ...	259	—	—	300
27. H.H. The Amir Extra- ordinary ...	—	—	—	3,000
28. Trans-Jordan Frontier Force (½th Extra- ordinary) ...	2,223	1,680	1,680	3,541
29. Police and Prisons Extraordinary ...	—	11,591	17,175	600
30. Antiquities ...	2,475	200	150	500
31. Anti-Locust Campaign	12,648	22,925	21,925	—
32. Nejd Arbitration ...	—	2,000	2,000	—
33. Public Health Extra- ordinary ...	274	—	—	—
Total Extraordinary Expenditure	£P.28,086	£P.44,641	£P.49,030	£P.26,991
Total Expenditure	£P.338,460	£P.364,036	£P.360,350	£P.385,000

"C."

Trans-Jordan Estimates, 1931-32.

Summary showing the Estimated Surplus at 31st March, 1932.

	£P.	£P.	£P.
Actual deficit at 31st March, 1930 ...	—	—	4,648
Actual Expenditure from 1st April, 1930, to 31st October, 1930 :—			
Ordinary ...	157,055	—	—
Extraordinary ...	21,913	178,968	—
Estimated further Expenditure from 1st November, 1930, to 31st March, 1931 :—			
Ordinary ...	154,265	—	—
Extraordinary ...	27,117	—	—
		181,382	360,350
...			364,996
Actual Revenue from 1st April, 1930, to 31st October, 1930 :—			
Ordinary ...	165,068	—	—
Grant-in-Aid Trans-Jordan Frontier Force ...	9,941	—	—
Grant-in-Aid Trans-Jordan Administra- tion ...	32,655	—	—
		207,664	
Estimated further Revenue 1st November, 1930, to 31st March, 1931 :—			
Ordinary ...	95,233	—	—
Grant-in-Aid Trans-Jordan Frontier Force ...	14,754	—	—
Grant-in-Aid Trans-Jordan Administra- tion ...	51,345	—	—
		161,332	368,996
Estimated Surplus at 31st March, 1931	—	—	4,000
Estimated Revenue from 1st April, 1931, to 31st March, 1932 :—			
Ordinary ...	—	263,850	—
Grant-in-Aid Trans-Jordan Frontier Force ...	—	34,450	—
Grant-in-Aid Trans-Jordan Administra- tion ...	—	86,700	—
			385,000
			389,000
Estimated Expenditure from 1st April, 1931, to 31st March, 1932 :—			
Ordinary ...	—	358,009	—
Extraordinary ...	—	26,991	—
			385,000
Estimated Surplus at 31st March, 1932 ...	—	—	£P.4,000

III. CORRESPONDENCE.

Iraq.								Nos.
Sub-head I.1.	Defence	...	...	...	...	...	...	1-17
Sub-head I.2.	Boundary Commission	...	...	...	...	...	...	18-12
Sub-head I.3.	High Commissioner—Salaries and Expenses	...	...	...	...	...	...	18, 19, 23-51
Sub-head I.4.	Contribution to 'Iraq Government (Grant-in-Aid)	...	...	...	...	...	...	52-58
Sub-head I.5.	Maintenance of 'Iraq Levies	...	...	...	...	...	...	59-68
Sub-head I.6.	'Iraq Levies—Disability Compensation, &c.	...	...	...	...	...	...	69, 70
<i>Acquisition of Land Adjoining Residency, 'Iraq</i>								71-77

Palestine and Trans-Jordan.

Sub-head J.1.	Defence	...	...	...	...	...	...	14, 78-90
Sub-head J.2.	Trans-Jordan Frontier Force (Grant-in-Aid)	...	...	...	...	...	...	78, 79, 91-132
Sub-head J.3.	Trans-Jordan Administration (Grant-in-Aid)	...	...	...	...	...	...	21, 22, 91, 133-208

Arabia.

Sub-head K.	Aden	...	...	...	...	...	...	209-232
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Telegrams.

Sub-head L.	...	...	...	...	...	...	...	Nil
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Appropriation-in-Aid.

Sub-head M.	59-61, 65, 66-68, 78, 79, 89, 212, 214, 215, 218, 222, 225, 228
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Extra Receipts...	...	...	...	...	...	...	...	233-246
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'IRAQ.

Sub-head I.1—Defence.

(Including correspondence relating to expenditure charged to Sub-head D.1, Defence, of the Vote for 1930-31 on account of arrear claims by the Government of India for excess cost of Indian troops stationed in 'Iraq).

C. 78444/30 [No. 1].

No. 1.

COLONIAL OFFICE to AIR MINISTRY.

[Answered by No. 2.]

SIR,

Downing Street, 15th October, 1930.

I AM directed by Lord Passfield to refer to Treasury Circular No. 11904 of the 1st of October, regarding the preparation of the Civil Estimates for the year ending 31st of March, 1932, and to ask that the Air Council will be good enough to furnish an estimate of the amounts to be inserted in the draft Estimate of the Vote for the Colonial and Middle Eastern Services, 1931, in respect of the excess cost of the British Forces stationed in 'Iraq over the cost of such Forces stationed in Great Britain.

2. As the Lords Commissioners of the Treasury require a provisional estimate of the Vote for Colonial and Middle Eastern Services to be rendered by the 1st November, I am to ask that the information required may be furnished, if possible, by the 25th of October.

3. A separate letter is being addressed to you in regard to the estimate of the excess cost of the British Forces stationed in Palestine and Trans-Jordan.

I am, &c.,

J. E. W. FLOOD.

C. 78444/30 [No. 2].

No. 2.

AIR MINISTRY to COLONIAL OFFICE

SIR,

Air Ministry, London, W.C.2, 29th October, 1930.

WITH reference to your letter of the 15th instant,* I am commanded by the Air Council to state, for the information of Lord Passfield, that the provisional estimate of the amount to be inserted in the draft Vote for Colonial and Middle Eastern Services, 1931, in respect of the extra cost to Air Votes of the Royal Air Force units stationed in 'Iraq is £229,000. In addition a sum of £3,000 will, it is estimated, be required to meet arrear charges in respect of the Indian troops formerly employed in 'Iraq.

I am, &c.,

H. McANALLY.

C. 78444/30 [No. 3].

No. 3.

COLONIAL OFFICE to TREASURY.

SIR,

Downing Street, 31st October, 1930.

I AM directed by Lord Passfield to transmit to you, to be laid before the Lords Commissioners of the Treasury, the accompanying copy of a letter dated the 29th of October,† from the Air Ministry on the subject of the provision necessary in the Vote for Colonial and Middle Eastern Services, 1931, in respect of Sub-head I.1—Defence, 'Iraq, and to state that the sum of £3,000 in respect of delayed payments for Indian troops is included on the assumption that payments for leave and passage concessions to Indian Army Officers serving in 'Iraq, amounting to approximately £4,000, will be paid in the current financial year, and the necessary provision therefor will be made in the Supplementary Estimate.

2. The sum of £232,000 is, accordingly, being inserted as a provisional figure under Sub-head I.1, of the Estimate for 1931 in respect of the excess cost of the British Forces stationed in 'Iraq over the cost of such Forces if stationed in Great Britain, and arrear charges for Indian troops formerly employed in 'Iraq.

I am, &c.,

O. G. R. WILLIAMS.

* No. 1.

† No. 2.

C. 88138/31 [No. 1].

No. 4.

AIR MINISTRY to COLONIAL OFFICE.

SIR,

Air Ministry, London, W.C.2, 30th January, 1931.

WITH further reference to your letter of the 15th October, 1930,* I am commanded by the Air Council to request you to inform the Secretary of State for the Colonies that the provision which should be inserted in the Vote for Colonial and Middle Eastern Services, 1931, in respect of the extra cost of maintenance of the Royal Air Force in 'Iraq is £219,000. This amount includes £22,500 for capital works services of which £12,000 may be regarded as due to ordinary works services, and the remainder to the special expenditure referred to in paragraph 2 of Treasury letter of the 23rd December, 1930, No. S. 17977/08.†

Provision should be made also for arrear charges in respect of Indian troops formerly in 'Iraq, but, although efforts have been made to obtain an estimate from India of the amount likely to be claimed in 1931, no information has yet been received. In view of past experience, however, and bearing in mind the fact that the claim for leave-passage concessions is not likely to be met during the current financial year, the Council consider that a sum of £10,000 should be provided for this service on the assumption that all the claims referred to in Air Ministry letter of the 3rd instant,‡ will be paid during the financial year 1930.

I am, &c.,
J. A. WEBSTER.

C. 88138/31 [No. 2].

No. 5.

COLONIAL OFFICE to TREASURY.

[Answered by No. 6.]

SIR,

Downing Street, 4th February, 1931.

WITH reference to the letter from this Department of the 29th of January,§ I am directed by Lord Passfield to transmit to you, to be laid before the Lords Commissioners of the Treasury, a copy of a letter|| from the Air Ministry regarding the provision to be made in the Vote for the Colonial and Middle Eastern Services for 1931 in respect of the extra cost of the maintenance of the Royal Air Force in 'Iraq. I am to request that Their Lordships may be pleased to approve the inclusion under Sub-head I.1 of the Vote for 1931 of the sum of £229,000 instead of £237,000 mentioned in the last paragraph of the letter under reference.

2. I am to add that this estimate is based on the assumption that Their Lordships will exercise their powers of virement, thus enabling Indian claims to the extent of £32,000 to be met during the current financial year.

I am, &c.,
J. E. W. FLOOD.

C. 89062/31 [No. 1].

No. 6.

TREASURY to COLONIAL OFFICE

[Answered by No. 16.]

(S. 17977/08.)

SIR,

Treasury Chambers, 13th February, 1931.

I HAVE laid before the Lords Commissioners of His Majesty's Treasury Mr. Flood's letter of the 24th January,¶ and Mr. Williams' letter of the 29th January, 1931,§ on the subject of the provision to be made under Sub-head I.1 of the Colonial and Middle Eastern Services Estimate 1931 to meet arrear charges in respect of Indian troops formerly in 'Iraq.

2. My Lords have also had before Them Mr. Flood's letter of the 4th instant,** regarding the provision to be made under the same sub-head in respect of the extra cost of the maintenance of the Royal Air Force in 'Iraq.

3. My Lords direct me to request you to convey to the Secretary of State the following reply.

4. The present position with regard to the arrear charges in respect of Indian troops appears to be that whilst claims amounting to £32,000 within the current

* No. 1. † No. C. 79062/30 [No. 38]: not printed. ‡ No. 53 in Middle East No. 33.
§ No. 220 in Middle East No. 33. || No. 4. ¶ No. 218 in Middle East No. 33. ** No. 5.

61

financial year have been received by the Air Ministry, provision to the extent of £12,000 only has been made in the Estimates, 1930, against this charge, but the Air Ministry estimate that savings amounting to £15,000 under Sub-heads D.1 and E.1 of the Estimate, 1930, will be available towards meeting the balance of £20,000. My Lords understand that the Secretary of State is satisfied that the remaining £5,000 can be met from savings on the Vote generally, without risk of an excess Vote.

5. My Lords now sanction the meeting of these charges from savings on the various sub-heads of the Vote in the manner described above.

6. With regard to arrear charges in respect of Indian troops in 1931-32, the position appears to be that there is an outstanding claim of £5,000 in respect of leave passage concessions, which, so far as can be foreseen, is not likely to mature during the current financial year. The Air Ministry consider in the light of past experience, moreover, that additional arrear claims amounting to a further £5,000 may be expected in 1931-32.

7. Their Lordships will accordingly be prepared to insert a sum of £10,000, in respect of arrear charges, in Sub-head I.1 of the draft Estimate 1931, for submission to Parliament.

8. With regard to the provision under this sub-head in respect of the extra cost of the maintenance of the Royal Air Force in 'Iraq, Their Lordships are glad to note that the estimate for this service has now been reduced to £219,000.

9. The total provision required under Sub-head I.1 is thus £229,000, and Their Lordships will cause the necessary alteration to be made in the draft Estimate now before Them.

10. Their Lordships desire to add, with further reference to the arrear claims in respect of Indian troops, that They share Lord Passfield's dissatisfaction at the presentation of large and unexpected claims at this distance of time after the withdrawal of the troops.

I am, &c.,
R. V. NIND HOPKINS.

C. 88138/31 [No. 4].

No. 7.

MR. W. G. STEVENS (AIR MINISTRY)

to

MR. F. J. HOWARD (COLONIAL OFFICE).

Air Ministry, Adastral House, Kingsway, W.C.2,
20th February, 1931.

DEAR HOWARD,

WE have just heard by cable (via India Office) that the recoverable expenditure in respect of Indian troops in 'Iraq for 1930-31 is now estimated Rs.10,52,000 (about £79,000), and that they cannot give an estimate for 1931-32, but don't think it will exceed 1 lakh of rupees (£7,500).

The only details given are that the 1930-31 figure represents Deferred Pay Rs.1.05,000 and Mustering Out Concessions Rs.9,47,000; and it is not clear whether leave passage concessions are included in the 1931-32 figure; the India Office are cabling again about that.

The Government of India agree to deferring payment of the £79,000, or as much of it as is necessary to 1931-32. In our letter of the 3rd January, 1931,* we told you that we expected the 1931-32 claims to be about £32,000, and, frankly speaking, we feel very sceptical about this estimate of £79,000 without detailed particulars as we have so often in the past found India's estimates of this sort most unreliable. We have, as you know, asked you to provide £10,000 for these claims in 1931-32, so that if the £79,000 is correct, and even if we pay £32,000 this year, the 1931 provision will be quite inadequate.

However, I think the best plan is to await developments and ask for a Supplementary in 1931 if it should prove necessary.

Yours, &c.,
W. G. STEVENS.

* No. 53 in Middle East No. 33.

62

C. 88138/31 [No. 5].

No. 8.

MR. F. J. HOWARD (COLONIAL OFFICE).

to

MR. W. R. L. TRICKETT (TREASURY).

[Answered by No. 10.]

DEAR TRICKETT,

Downing Street, 21st February, 1931.

WITH reference to our conversation on the telephone yesterday regarding the Indian claims which are very much in arrear in respect of the troops lately serving in 'Iraq, I now send you a copy of a letter* I have received from Stevens of the Air Ministry regarding the possible claim from the Indian Government amounting to £79,000.

I understand that you have reduced the £10,000 provided in next year's Estimates for Indian claims under Sub-head I.1 of the Colonial and Middle Eastern Services Vote to £5,000, and you may like to consider whether you should not restore the original figure.

Yours, &c.,
F. J. HOWARD.

C. 88138/31 [No. 6].

No. 9.

MR. W. G. STEVENS (AIR MINISTRY)

to

MR. F. J. HOWARD (COLONIAL OFFICE)

[Answered by No. 12.]

Air Ministry, Adastral House, Kingsway, W.C.2,
5th March, 1931.

DEAR HOWARD,

REFERRING to my letter of the 20th ultimo,* I send you copies of two cables just received from India (via the India Office). They illustrate what I told you about the unreliability of India's estimates. We shall now meet the leave-passage concessions this year as India ask us to, but of course limit our total payments to £32,000 in this year, and see what 1931 brings forth.

Yours, &c.,
W. G. STEVENS.

Enclosure 1 in No. 9.

THE SECRETARY OF STATE FOR INDIA TO GOVERNMENT OF INDIA (MILITARY FINANCE).
(Sent 19th February, 1931.)

Telegram.

613. PLEASE refer to letter from India Office to Army Department dated 31st July, 1930, M. 4376, and with reference to your telegram dated 18th February 35-B, please telegraph when claims for leave-passage contributions Indian Army officers in 'Iraq may be expected for submission to Air Ministry I propose to ask for an advance payment of £3,500 pending receipt of detailed claims. Do you agree and does estimate 1931-32 1 lakh include these?

Enclosure 2 in No. 9.

GOVERNMENT OF INDIA (MILITARY FINANCE) to SECRETARY OF STATE FOR INDIA.
(Received 2nd March, 1931.)

Telegram.

A. 588. 2ND MARCH. Your telegram dated 20th February, 1931, No. 613. £2,700 approximately debited in Account Current Schedule for November, 1930; statement despatched on 26th February, 1931. We agree to advance payments. Estimate Rs. 100,000 does not cover passage contributions. Our telegram dated 18th February, 35-B. Now transpires that estimate Mustering Out concessions includes

* No. 7.

63

liabilities for both War Office and Air Ministry, as disbandment of one of battalions attributed to returning from Aden one unit, see War Office letter No. 16/Abroad/241 (F-1), dated 12th June, 1928. Revised estimate of recoverable expenditure of Air Ministry and War Office, separate current financial year and ensuing year, will follow.

C. 88138/31 [No. 7].

No. 10.

MR. W. R. L. TRICKETT (TREASURY)

to

MR. F. J. HOWARD (COLONIAL OFFICE).

[Answered by No. 14.]

(S. 17977/08.)

DEAR HOWARD,

Treasury Chambers, Whitehall, S.W.1, 7th March, 1931.

WITH reference to your letter of the 21st February,* about arrear claims in respect of Indian troops formerly in 'Iraq, I write to confirm what I told you at the time, viz., that on consideration of the Estimate as a whole it had been decided to provide £5,000 only in 1931, and that it was much too late to take account of the belated telegraphic request for £79,000. That would have to stand over till next year.

Will you see that the appropriate annotation (£5,000 instead of £10,000) is made against paragraph 7 of Treasury letter of the 13th February (S. 17977/08)?†

Yours, &c.,
W. R. L. TRICKETT.

C. 88138/31 [No. 9].

No. 11.

TREASURY to COLONIAL OFFICE.

(E. 2849/2.)

Treasury Chambers, 11th March, 1931.

THE Lords Commissioners of His Majesty's Treasury present Their compliments to the Secretary of State for the Colonies, and beg to transmit herewith for information copy of a letter of to-day's date which They have caused to be addressed to the Air Ministry.

Enclosure in No. 11.

(E. 2849/2.)

SIR,

Treasury Chambers, 11th March, 1931.

THE Lords Commissioners of His Majesty's Treasury have had before Them Mr Webster's letter of the 3rd January, 1931, on the subject of the provision of alternative accommodation for the Royal Air Force in 'Iraq, and in reply I am directed to request you to inform the Air Council that in My Lords' view it would be premature to undertake an investigation of the matter at the present time. It appears to My Lords that there should be ample time to conduct any investigations and carry out any necessary works, after 'Iraq is admitted to the League and the provisions of the new Treaty come into operation. The operative date cannot now be determined with certainty, and My Lords consider that it would be unwise to take any step of the kind suggested so much in advance of the actual circumstances in which the requirements of the situation and the needs of the Royal Air Force will have to be considered.

I am, &c.,
R. V. NIND HOPKINS.

The Secretary,
Air Ministry.

C. 88138/31 [No. 8].

No. 12.

MR. F. J. HOWARD (COLONIAL OFFICE)

to

MR. W. G. STEVENS (AIR MINISTRY).

[Answered by No. 13.]

MY DEAR STEVENS,

Downing Street, 12th March, 1931.

WITH reference to your letter of the 5th March,† regarding the claims from India in respect of Indian troops serving in 'Iraq, we have now an unexpected saving

* No. 8.

† No. 6.

‡ No. 9.

of some £20,000 odd on the Colonial and Middle Eastern Services Vote for the current year, so that if you wish to make a larger payment to India than £32,000 in respect of definite claims before the 31st instant, we shall be quite prepared to go to the Treasury for their sanction and to get the necessary *virement*, if you will let me know early what amount is involved.

So far as available cash is concerned, we can go up to £52,000, provided you actually pay over the money before the close of the current financial year.

Yours, &c.,
F. J. HOWARD.

C. 88138/31 [No. 10].

No. 13.

MR. W. G. STEVENS (AIR MINISTRY)

to

MR. F. J. HOWARD (COLONIAL OFFICE).

Air Ministry, Adastral House,
Kingsway, W.C.2, 14th March, 1931.

DEAR HOWARD,

WITH reference to your letter of the 12th March,* regarding arrear charges in respect of Indian troops lately employed in 'Iraq, the following claims have been received or are expected shortly:—

	£
Paid by 'Iraq up to 31st January, 1931 ...	10,823
Paid by Air Ministry	38
†Leave passage concessions	3,000
†Deferred pay	3,603
†Mustering-out concessions	38,709
	£56,173

We suggest that we should meet the outstanding claims at † above up to the full amount of £52,000 (including the sum of £10,861 already paid) which it is hoped will be made available this year. We have already instructed the Air Officer Commanding, 'Iraq, to advance a sum of £18,000 to India and, if you will get the Treasury to sanction the necessary *virement*, we will instruct him to advance a further sum of £20,000 before the 31st instant, so that your votes for 1930 can be charged with the amounts eventually admitted.

I should like to say that it was not until the 4th March that we heard anything about additional charges of about £18,000 for Mustering-out concessions, and as you know from my letter of the 5th instant‡ the charge for leave passage concessions was not put in until the 3rd idem.

Yours, &c.,
W. G. STEVENS.

C. 88138/31 [No. 11].

No. 14.

MR. F. J. HOWARD (COLONIAL OFFICE)

to

MR. W. R. L. TRICKETT (TREASURY).

[Answered by No. 15.]

DEAR TRICKETT,

Downing Street, 20th March, 1931.

PLEASE refer to your letter of the 7th March§ about arrear claims in respect of Indian troops formerly in 'Iraq. I enclose a copy of correspondence|| which has passed between Stevens, of the Air Ministry, and myself, from which you will see that, if you will give your sanction thereto, we propose to admit claims from India up to a sum of £52,000 this financial year, instead of up to £32,000, which you have already sanctioned.

I ought to explain that a further £22,000 odd has become available this year, owing to the fact that information has been received from Sir John Chancellor to the effect that the expenditure on the Trans-Jordan Frontier Force for the calendar year

* No. 12. † No. 9. § No. 10. || Nos. 12 and 13.

ending 31st March, 1931, for which His Majesty's Government is responsible, will not amount to more than £152,292, made up as follows:—

	£	£
Actual expenditure from 1st April, 1930, to 31st December, 1930, recurrent ...	140,553	¾ of which equals ... 105,415
Capital expenditure in Trans-Jordan, making a total for the 9 months of ...		8,610*
Estimated expenditure from 1st January, 1931, to 31st March, 1931, recurrent ...	46,363	¾ of which equals ... 34,772
Capital works in Trans-Jordan		3,495*
Making a total of ...		£152,292

This amount of £152,292 is therefore the sum chargeable to His Majesty's Government for the financial year against the total provision in the Colonial and Middle Eastern Services Vote for the Trans-Jordan Frontier Force of £175,000. A saving of £22,708 is therefore anticipated, and it is proposed to utilize £20,000 of this to meet Indian claims under Sub-head D.1, Defence, 'Iraq.

As time is very short, and it will not be possible to get any explanation from the High Commissioner of the difference between the figures now submitted and those on which the Supplementary Estimate was based, I should be grateful if you could let me have a very early reply, in order that, in the event of your agreeing to our proposal, the Air Ministry may be informed at once, to enable them to give the necessary instructions for payment to be made before the 31st instant.

Yours, &c.,
F. J. HOWARD.

C. 88138/31 [No. 12].

No. 15.

MR. W. R. L. TRICKETT (TREASURY)

to

MR. F. J. HOWARD (COLONIAL OFFICE).

(S. 17977/09.)

DEAR HOWARD, Treasury Chambers, Whitehall, S.W.1, 26th March, 1931.

IN reply to your letter of the 20th instant† about arrear claims in respect of Indian troops formerly in 'Iraq, we agree to the *virement* of a further £20,000 as you propose, bringing the total claims admitted for payment in this financial year up to £52,000. The Air Ministry must, however, satisfy themselves before making payment that the claims are properly admissible, and that the total sum of £52,000 to be paid in the year 1930 is well within the amount finally payable to India.

We shall have to take up with you later the matter of the serious over-estimating now disclosed in Sub-head E2 of the 1930 Supplementary.

Yours, &c.,
W. R. L. TRICKETT.

C. 88138/31 [No. 18].

No. 16.

COLONIAL OFFICE to TREASURY.

[Answered by No. 17.]

SIR,

Downing Street, 20th May, 1931.

I AM directed by Lord Passfield to refer to the correspondence ending with Mr. Trickett's semi-official letter of the 26th of March last (S. 17977/09)‡ regarding arrears claims from the Government of India in respect of Indian troops formerly employed in 'Iraq, and to request you to lay the following facts before the Lords Commissioners of the Treasury.

* The whole of this amount is borne by His Majesty's Government. † No. 14. ‡ No. 15.

2. The total provision for the above service in the Colonial and Middle Eastern Services Vote for 1930 under Sub-head D.1—'Iraq—Defence—including the provision made in the Supplementary Estimate was £12,000 in all, but owing to the receipt by the Air Ministry of further claims from the Indian Government and having regard to savings available on the Vote, Their Lordships sanction for meeting expenditure up to £32,000 in all was given in Sir R. V. Nind-Hopkins' letter of the 13th of February last (S. 17977/08).*

3. On the 14th of March, however, the Air Ministry notified this Department semi-officially that claims from India to a total of £56,173 had just been received or were expected shortly in respect of the arrears charges relating to Indian troops, and suggested that the claims should be met up to a total of £52,000. In view of the fact that further savings of over £20,000 had accrued under Sub-head E.2, Trans-Jordan Frontier Force, of the Colonial and Middle Eastern Services Vote, 1930, owing to an over-estimate by the Palestine Government of the actual expenditure, the Air Ministry were authorized, after semi-official correspondence on the subject had taken place between this Department and the Treasury, to make payment in respect of the above claims up to a total of £52,000 after satisfying themselves that the claims were properly admissible and that the total sum of £52,000 to be paid in 1930 was well within the amount finally payable to the Government of India.

4. In accordance with the above arrangements a total sum of £52,000 has been advanced by this Department to the Air Ministry and charged as an imprest to that Department pending the receipt of certificates of actual expenditure.

5. I am to add that it is anticipated that there will be a saving of £3,000 on the provision for the "excess" cost of British Forces stationed in 'Iraq under Sub-head D.1 of the Colonial and Middle Eastern Services Vote, 1930. The net probable excess on that sub-head is therefore likely to amount to £37,000 only.

	£
Indian Claims ...	52,000
Less savings ...	3,000
	£49,000
Provided in Estimate	12,000
	£37,000

6. I am accordingly to request that Their Lordships may now be moved to exercise their powers of virement and to sanction the excess expenditure under the above sub-head, up to £37,000 in all, being met from savings under other sub-heads of the Vote. In this connexion reference is requested to Sir Gilbert Grindle's letter of the 7th instant† enclosing a

complete statement of the probable savings and excesses under all the sub-heads of the above Vote.

I am, &c.,
J. E. W. FLOOD.

C. 88138/31 [No. 19].

No. 17.

TREASURY to COLONIAL OFFICE.

(S. 17977/09.)

SIR,

Treasury Chambers, 2nd June, 1931.

I HAVE laid before the Lords Commissioners of His Majesty's Treasury Mr. Flood's letter of the 20th May, 1931,† regarding arrear claims from the Government of India in respect of Indian troops formerly employed in 'Iraq, and They direct me to request you to convey to the Secretary of State the following reply:—

My Lords note that, after semi-official consultation with Their officers, payment in respect of these claims was made up to a total of £52,000, chargeable to the Vote for Colonial and Middle Eastern Services, 1930, and in the circumstances represented They now give Their formal sanction for the excess expenditure thereby incurred under Sub-head D.1 of the Vote, within a maximum of £37,000, being met from savings, on other sub-heads of the Vote.

With regard to the estimated saving on Sub-head E.2, Trans-Jordan Frontier Force, My Lords assume that, inasmuch as revised estimates of the expenditure on the Frontier Force for the financial year 1930 were submitted as recently as November

* No. 6.

† 191B/30/31 A/es. [No. 11]: not printed.

‡ No. 16.

last in connexion with the Supplementary Estimate for that year, Lord Passfield is calling for an explanation of the serious over-estimating, and will furnish Them with his further observations on the matter in due course.

I am, &c.,
R. V. NIND HOPKINS.

Sub-head I.2.—Boundary Commission.

C. 78442/30 [No. 1].

No. 18.

'IRAQ.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Sent 7.30 p.m., 14th October, 1930.)

TELEGRAM.

[Answered by Nos. 19 and 24.]

No. 392. TREASURY require submission of Estimates for 1931 by 1st November. Please telegraph by 25th October amount to be inserted for (a) High Commission, (b) British Officials' Compensation, (c) Boundary Commission.—PASSFIELD.

C. 78442/30 [No. 2].

No. 19.

'IRAQ.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 8.32 a.m., 24th October, 1930.)

TELEGRAM.

No. 494. 24TH OCTOBER. Your telegram No. 392.* Estimates for 1931-32.
(a) High Commission Rupees 655,000 or £49,125.
(b) British Officials' Compensation. Nil.
(c) Boundary Commissioners suggest same amount present year £500.

Detailed estimates in support of (a) follow by post.

C. 79194/30 [No. 15].

No. 20.

COLONIAL OFFICE to TREASURY.

[Answered by No. 21.]

SIR,

Downing Street, 17th November, 1930.

I AM directed by Lord Passfield to refer to semi-official correspondence ending with Mr. Skevington's letter No. S.30505 of the 8th of February,† regarding the provision in the Colonial and Middle Eastern Services Vote for the Commission for the delimitation of the 'Iraq-Syrian frontier, and to request you to inform the Lords Commissioners of the Treasury that His Lordship has had under consideration the question of the amount to be included in the Estimates for 1931-32 for this Service.

2 As a result of discussions which have been proceeding for some time with the French Government, it has been decided to refer the question to the Council of the League of Nations. Agreement has not yet been finally reached as to the exact

* No. 18.

† C. 79062/30 [No. 5]: not printed.

form in which the matter shall be referred to the League, and Lord Passfield is at present in telegraphic communication with the Trans-Jordan and 'Iraqi Governments on this particular point. Lord Passfield hopes, however, shortly to obtain the concurrence of these two Governments to the last proposal made by the French, and if that concurrence is obtained, it is anticipated that the matter will be referred to the Council of the League at their January meeting with a proposal that the League should appoint a Commission to proceed to the spot during the coming financial year.

3. It is also the intention to arrange for a new and up-to-date map of the frontier region to be prepared. The existing map is unreliable and out of date, and the preparation of a new map is of importance if the work of the proposed Commission is to be carried out satisfactorily. It is, therefore, expected that both a mapping party and a League Commission will be operating next year, and as far as it is possible to foresee at present, they should both complete their labours before the 31st of March, 1932.

4. As regards the cost of the proposed League Commission, Lord Passfield would propose that one-half of the British share of the cost should be a charge against Imperial funds. In this connexion I am to refer to Treasury letter No. S.9587 of the 25th of May, 1921,* in which Their Lordships agreed that the Imperial Exchequer should bear one-half of the British share of the cost of the Commission which was then about to be appointed. It will be remembered that this Commission succeeded in delimiting the Palestine-Syrian frontier, but that it was not possible to reach agreement in regard to the Trans-Jordan and 'Iraq sectors. Since that date it has been hoped year by year to make arrangements for a further Commission, but difficulties have always arisen to prevent the matter being proceeded with, and it is only now after lengthy discussions with the French that there seems a reasonable prospect of progress being made.

5. The Imperial Government's share of the cost of the delimitation of the Palestine boundary by the Commission, to which reference is made in the previous paragraph, was approximately £2,000, the Palestine Government bearing the other half of the British share. The League Commission now proposed will have to deal with a very much longer boundary, and the cost will almost certainly, therefore, be considerably more. The cost of delimiting the Palestine-Syrian section, with the French share, was approximately £8,000, and, in view of the greater extent of frontier to be considered and the greater difficulties which may be anticipated, Lord Passfield considers that the total cost of the proposed League Commission is unlikely to be less than £12,000. The British share of this will be £6,000, and if, as is proposed, the Imperial Government pays half the British share, a sum of £3,000 should be provided in the Colonial and Middle Eastern Services Vote for the purpose, the balance, viz., £3,000, falling to be borne by the 'Iraq and Trans-Jordan Governments.

6. As, however, the budget of the Trans-Jordan Administration will show a deficit in 1931, which is being borne by His Majesty's Government, the Trans-Jordan share of the cost of the proposed Commission, say, £1,500, will also fall upon Imperial funds in accordance with Article 12 of the Trans-Jordan Agreement (Cmd. 3069). On this basis a further £1,500 will need to be provided for the share of the Trans-Jordan Government, making £4,500 in all.

7. Provision must also be made for the cost of the proposed mapping party. The British share of the cost of a similar party for the mapping of the Turco-'Iraq frontier was approximately £3,000 plus cost of transport, &c. This was paid by the 'Iraq Government, and His Lordship would propose, in the present case also, to ask the Government of 'Iraq to meet half the cost of the mapping party, the remaining moiety, which would normally be borne by the Trans-Jordan Administration, falling against His Majesty's Government. If the 'Iraq Government raise objections to the proposal that they should pay their share of the cost of the party, it will be necessary to consider the position further, as the provision of a new and reliable map may be found to be almost essential for the satisfactory completion of the League Commission's work, and in that event, rather than allow the present opportunity of reaching a settlement of this troublesome matter to be lost, His Majesty's Government might be well advised to meet the 'Iraq Government to the extent of sharing with them the cost involved. The cost of the mapping party now proposed, will almost certainly be more than the cost of the party which mapped the Turco-'Iraq frontier, and His Lordship is of opinion that it will amount to at least £4,000. His Lordship, therefore, considers that a sum of £3,000 should be allowed provisionally for the mapping party in the Vote for Colonial and Middle Eastern Services, 1931.

* 25992/21 : not printed.

8. The Secretary of State will, therefore, be glad if Their Lordships will sanction provisionally the insertion of the following amount for this Service under Sub-head I.2 of the Colonial and Middle Eastern Services Vote for 1931-32:—

		£
(1) League Commission	(a) Imperial Government's share	3,000
	(b) Trans-Jordan Government's share	1,500
(2) Mapping Party	(a) Proposed Trans-Jordan Government's share	2,000
	(b) Half of proposed 'Iraq Government's share	1,000
		£7,500

If the 'Iraq Government agree to pay for the whole of their share of the mapping party, Item 2 (b) above will disappear.

9. On the question of incidence of charge, Lord Passfield is of opinion that it would be preferable to show the cost that would normally be borne by the Trans-Jordan Administration under this sub-head rather than include it in the budget of the Trans-Jordan Administration, which would result in an increase in the grant-in-aid.

10. Their Lordships will have realized from the explanation of the position which has been given, that the figures mentioned in paragraph 8 must, for the present, be regarded as merely an estimate based on the best information available at the moment, as no definite arrangements can be made until the matter has been referred to the Council of League and the 'Iraq Government has been further consulted regarding the mapping party. Their Lordships will be advised at once if there is any change in the position which necessitates a revision of the figures now given.

I am, &c.,

O. G. R. WILLIAMS

C. 79194/30 [No. 16].

No. 21.

TREASURY to COLONIAL OFFICE.

[Answered by No. 22.]

(S. 30505.)

SIR,

Treasury Chambers, 3rd December, 1930.

THE Lords Commissioners of His Majesty's Treasury have had before Them Mr. Williams' letter of the 17th November, 1930,* regarding the provision to be made in the Colonial and Middle Eastern Services Vote, 1931, for the Commission for the delineation of the 'Iraq-Syrian Frontier, and in reply Their Lordships direct me to request you to acquaint the Secretary of State as follows:—

2. My Lords consider that in principle the local revenues of the Territory affected, whether Colonial or Mandatory, should prima facie be regarded as responsible for the whole cost of Boundary demarcation, and that whilst it may be conceded that in certain cases there is an Imperial interest which would justify a contribution from the United Kingdom Exchequer towards the cost, Their Lordships do not accept the view that such contribution should invariably take the form of a grant of as much as fifty per cent. of the total cost.

3. In the circumstances of the present case, however, and having regard particularly to the history of the matter, My Lords are prepared to sanction payment of a moiety of the cost, and taking the estimated total cost of the Commission to amount to £12,000, They agree that provision may be made under Sub-head I.2 of the Vote for one-half (£3,000) of the British share of the total cost, the other half of such share being provided from 'Iraqi and Trans-Jordan revenues in proportion to their respective interests in the matter. My Lords understand that in fact the boundary in question affects the frontiers of 'Iraq and Trans-Jordan territories in the ratio of 2:1 rather than 50:50; and They see no reason why the local moiety of the British share of the total cost should not be divided between 'Iraqi and Trans-Jordan revenues in that proportion. As regards the liability of the Trans-Jordan Government, My Lords approve the inclusion of the proper amount on the above basis (say, £1,000) in the

* No. 20.

estimated expenditure of the Territory, and if necessary an equivalent addition to the Grant-in-Aid to be provided under Sub-head J.3 of the Vote.

4. On the understanding that in preparation for the demarcation of the Boundaries in question it is necessary to construct a new map of the region, each of the Powers concerned furnishing their own mapping party for the purpose, My Lords agree that the total cost of the British party should be shared by the 'Iraq and Trans-Jordan Governments in the same proportion as the cost of Boundary demarcation. On the assumption that the total cost of the British party will amount to £4,000, My Lords agree that one-third (£1,333) of this amount may be met from Trans-Jordan revenues, and that if necessary an equivalent amount may be provided under Sub-head J 3 of the Vote.

5. My Lords observe that it is suggested that the 'Iraq Government may possibly object to pay their share of the cost of the mapping party. Their Lordships cannot think, however, that such an objection would be sustainable, and They will not be able to approve the proposed charge on the United Kingdom Vote, unless the 'Iraq Government agree to provide their share of the full cost.

6. I am to add that My Lords trust that the utmost economy will be observed in the conduct of these proceedings.

I am, &c.,
R. V. NIND HOPKINS.

C. 79194/30 [No. 17].

No. 22.

COLONIAL OFFICE to TREASURY.

SIR, Downing Street, S.W.1, 14th January, 1931.

I AM directed by Lord Passfield to acknowledge receipt of your letter of the 3rd of December (No. S. 30505)* on the subject of the provision to be made under the Colonial and Middle Eastern Services Vote, 1931, for the Commission for the delineation of the 'Iraq-Syrian and Trans-Jordan-Syrian frontiers and for the proposed mapping party, and to request you to inform the Lords Commissioners of the Treasury that he accepts Their proposals both as to the incidence of the cost of these services and the ratio in which the share of the 'Iraq and Trans-Jordan Governments should be divided between them.

2. His Lordship feels bound to observe, however, in regard to the 'Iraqi Government's proportionate share of the cost of the mapping party, that that Government may not agree to pay the whole of their share. It is intended to approach the 'Iraqi Government on the subject in the near future and, in doing so, His Lordship will propose that the full amount of that Government's share of the cost should be borne by 'Iraq, but if this proposal is not accepted and they refuse to bear the full cost, it will be necessary to reconsider the matter.

3. A separate communication will be addressed to you in regard to the provision necessary under the Colonial and Middle Eastern Services Vote, 1931, in respect of the Trans-Jordan share of the cost of the services above mentioned.

I am, &c.,
J. E. W. FLOOD.

Sub-head I.3—High Commissioner, Salaries and Expenses.

C. 78442/30 [No. 3].

No. 23.

COLONIAL OFFICE to TREASURY.

[Answered by No. 25.]

SIR, Downing Street, 30th October, 1930.

I AM directed by Lord Passfield to refer to my letter of the 29th of October,† with which was forwarded a copy of a telegram dated the 24th of October‡ from the High Commissioner for 'Iraq on the subject of the provision to be made in 1931 under

* No. 21.

† C. 78445/30 [No. 1]: not printed.

‡ No. 19.

the Colonial and Middle Eastern Services Vote, and to state, for the information of the Lords Commissioners of the Treasury, that the amount of £49,125 estimated in respect of Sub-head I.3, represents the total cost of the expenses in respect of the High Commission in accordance with the Cabinet decision that the whole of the cost of this Service should be borne by His Majesty's Government with effect from the 1st of April, 1931.

2. As Their Lordships are aware, the Commissioners of Inland Revenue have advised that liability for payment of British income tax on the whole of the personal emoluments of the High Commissioner and his staff will not arise until the year 1932-33, provided that there is no break in the continuity, or change in the condition, of the various offices on the 1st of April, 1931. It will not be necessary, therefore, to consider, in respect of 1931, the revision of the salaries of the High Commissioner and his staff in consequence of their liability to British income tax, as the case of the officer recently appointed as Aide-de-Camp to the High Commissioner can be dealt with in the light of any general decision on the subject.

3. The estimate of £49,125 falls to be reduced by the amount of £3,500 in respect of the cost of telegrams sent on Colonial Service, which sum is being provided under Sub-head L. of the Colonial and Middle Eastern Services Vote for 1931, leaving a balance of £45,625.

4. It is proposed, subject to Their Lordships' concurrence, to include the amount of £45,700 as a provisional figure under Sub-head I.3 of the Vote for 1931, pending the receipt of detailed estimates from the High Commissioner, on examination of which a further letter (including a statement showing the High Commissioner's staff in detail) will be addressed to Their Lordships.

I am, &c.,
J. E. W. FLOOD.

C. 78442/30 [No. 4].

No. 24.

'IRAQ.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 6th November, 1930.)

[Answered by No. 30.]

(No. 1073.)

MY LORD,

The Residency, Baghdad, 31st October, 1930.

I HAVE the honour to refer to my telegram No. 494, dated the 23rd of October, 1930,* notifying the amount required to meet the estimated expenditure of the High Commission for the coming financial year, and to forward herewith three copies of detailed Estimates† showing the composition of the sum of £49,125, for which I have asked.

2. Accompanying the Estimates are the statements‡ called for in paragraph 2 of Your Lordship's despatch Accounts No. 21, dated the 14th of March, 1930,§ giving details of the staff actually employed, in comparison with the number of posts for which provision is made in the Estimates.

3. The total of the draft Estimates, viz., Rs. 6,55,000, represents an apparent reduction of Rs. 1,000 only on the amount approved for normal High Commission expenditure during the current year, though, as I shall explain below, the actual saving to Imperial funds will be considerably greater. I have given careful thought to these Estimates with regard to the composition of the staff and the cost of the services which are provided at High Commission expense. I have satisfied myself that, whilst the functions and responsibilities of the High Commission remain as they are at present, it is not possible to achieve any important reduction in staff. The whole staff is fully occupied and, although it may from time to time be possible to effect minor reductions, I can see no field for any large additional saving of expenditure. I consider that the

* No. 19.

† See page 7.

‡ See page 16.

§ No. 33 in Middle East No. 33.

staff at present employed must be substantially maintained, and that, under existing conditions, no appreciable reduction is possible in the cost of maintaining it.

4. Full details are given in the Estimates themselves of variations in the pay of individual officials, which, it will be noticed, are normally affected only by the grant of annual increments where they are admissible. One Grade III clerical post has been reduced in status to the lower Grade IV, and the provision which was tentatively inserted in the past year's Estimates for the regrading of the Consular Clerk into a special grade has, in accordance with the intimation given in paragraph 5 of Major Young's despatch No. 768, dated the 4th of August, 1930,* been deleted and reinserted under Grade I. The menial staff of the Secretariat is to be reduced by 3 Qawasses following upon the regrouping of office accommodation made possible by the works now being carried out. A reduction in salary is anticipated in the post of Dragoman (Item 46) and a slight readjustment is made in the house staff of the Residency to provide for a reorganization which is necessary and should prove to be economical.

5. The preparation of the Estimates has been attended by difficulty because of the acceptance of the full cost of the High Commission as a charge against Imperial revenues with effect from the 1st of April next year, whereby High Commission staff become liable to payment of full British income tax from that date. This will make necessary a revision of the salaries of the officials concerned in order that they shall not be detrimentally affected financially by the change. This forms the subject of separate correspondence with Your Lordship, but in order that provision may be made in the Estimates to cover the additional liability I have inserted a special item of Rs. 15,000 as a rough estimate of the additional income tax which officers will be called upon to pay. This figure does not include my own personal liability, and in order to avoid a charge having to be raised on this account, I have shown as the salary of the High Commissioner only half the amount which is included in the Estimates for the current year. The other half is shown as "Frais de représentation" and should, I suggest, be added to the present entertainment allowance and shown under one heading. If the "Frais" is not liable to taxation, and if I am permitted to retain such "Frais," with the exception of entertainment allowance at the current rate which will be available for the officer acting for me, whilst I am absent from Baghdad, the question of compensating me for additional income tax and surtax will not need to be discussed.

6. Explanatory notes are given of variations in the estimated expenditure on "Allowances and Services" in the Estimates. These heads of expenditure generally show an appreciable reduction with a resultant total saving to His Majesty's Government including the additional income tax payments by members of the High Commission staff, of approximately Rs. 16,000. It is unfortunate that, as the additional payments of income tax by the staff do not appear in the Estimates, the total saving to Imperial funds cannot be explicitly shown. The remarks which I have made on the subject of staff apply with almost equal force to the expenditure shown under Allowances and Services. Little further reduction in cost can be made whilst the Secretariat and the Residency are maintained on the existing scale and whilst the full cost of the services provided is met from High Commission funds. The expenditure is constantly under review and no opportunity is lost of reducing it.

7. Provision has again been made under Article 68, "Mechanical Transport," for the continuance to certain members of the High Commission staff of the "house to office" conveyance allowance. The conditions under which the allowance has been paid in the past have not altered to any appreciable extent, and I consider that it should continue to be paid to the officers fulfilling the conditions during the period covered by the Estimates.

8. I would suggest that in considering the Estimates it should not be overlooked that the High Commission staff includes a Consular establishment, which collects in Consular fees alone approximately Rs. 1,000 *per mensem*, for which no abatement is made in the estimated figures of expenditure. The gross cost, therefore, of Consular representation in the Baghdad area is borne against High Commission funds.

9. The High Commission pays for all its own requirements, of whatever nature, from its own funds, and any supplies obtained from Departments of His Majesty's Government are paid for in full. The Estimates, therefore, cover the full gross cost, without allowance for items of income such as rental recoveries, of maintaining the High Commission in Iraq. In this respect my estimates of expenditure differ from those of other missions maintained abroad by His Majesty's Government as published in the annual Civil Estimates.

* C. 78078/30 [No. 18]: not printed.

10. As was foreshadowed in paragraph 6 of Major Young's despatch No. 1037, dated the 28th of October, 1929,* with which the Estimates for the current financial year were forwarded, it is anticipated that all payments of compensation to British officials for loss of employment will have been settled before the end of the current financial year and that no claim will fall for payment thereafter.

I have, &c.,
F. H. HUMPHRYS,
High Commissioner for Iraq.

C. 78442/30 [No. 5].

No. 25.

TREASURY to COLONIAL OFFICE.

[Answered by No. 28.]

(E. 7586/6.)

SIR,

Treasury Chambers, 14th November, 1930.

In reply to Mr. Flood's letter of the 30th ultimo,† I am directed by the Lords Commissioners of His Majesty's Treasury to request you to inform the Secretary of State for the Colonies that They approve the insertion in the draft Estimates for Colonial and Middle Eastern Services, 1931, of the amount of £45,700 as a provisional figure under Sub-head I.3 of the Vote in respect of the total cost of the High Commission in Iraq pending the receipt of detailed Estimates from the High Commissioner.

I am, &c.,
R. R. SCOTT.

C. 78442/30 [No. 8].

No. 26.

COLONIAL OFFICE to FOREIGN OFFICE.

[Answered by No. 27.]

SIR,

Downing Street, 8th January, 1931

I AM directed by Lord Passfield to refer to the letter from this Department of the 20th of March last‡ with which was forwarded a copy of a telegram§ to the High Commissioner for Iraq in which he was informed that His Majesty's Government would bear the full cost of the British High Commission in Iraq as from the 1st April, 1931. As Mr. Secretary Henderson is no doubt aware, the effect of this decision will be that the whole of the salary drawn by officers on the staff of the High Commission will be liable to United Kingdom income tax, and that for the year 1932-33 the officers will be assessed on the basis of their emoluments for the year 1931-32. As His Majesty's Government have hitherto borne a moiety of the cost of the High Commission the officers concerned have been liable to United Kingdom income tax equivalent to one-half of the tax on the whole of their services. The question of the revision of the salaries of members of the High Commissioner's staff to compensate them for their increased liability to United Kingdom income tax as from the 1st April, 1932, is now under consideration, but the question of the salary of the High Commissioner himself has been raised in connexion with the Estimates for the next financial year.

2. The salary of the High Commissioner is at present Rs. 75,000 a year, with an Entertainment Allowance of Rs. 15,000, a total, at the present rate of exchange of 1s. 6d. to the rupee, of £6,750 per annum, and Sir Francis Humphrys has suggested that, for the financial year 1931-32, the amount of his total emoluments should remain unchanged, but should be on the following basis:—

Salary	Rs. 37,500
Frais de représentation and entertainment allowance	Rs. 52,500

If calculated on this basis, his salary of Rs. 37,500 only would be liable for assessment to United Kingdom income tax and the question of compensating him for increased income tax and surtax would not arise.

* No. 20 in Middle East No. 33. † No. 23 ‡ C. 78029/30 [No. 11]: not printed.
§ C. 78029/30 [No. 10]: not printed.

3. Having regard to the possible changes which may shortly occur in the status of His Majesty's Representative at Baghdad, Lord Passfield is inclined to think that the present may be an opportune time for bringing the post into line with similar posts in the Diplomatic Service. He observes from the current issue of the Foreign Office List that Sir Francis Humphrys' proposals are, in principle, in accordance with the practice obtaining in the case of British Ambassadors serving abroad and, having regard to the rates of salary and allowances drawn by Ambassadors and by His Majesty's High Commissioner in Egypt, an appropriate division in the case of the High Commissioner for 'Iraq would appear to be—Salary, £2,000 a year; Frais de représentation, £4,750 a year. Subject to Mr. Henderson's concurrence, therefore, it is proposed to approach the Lords Commissioners of the Treasury with a view to the salary of the High Commissioner for 'Iraq being fixed at the rate of £2,000 a year with an allowance of £4,750 a year as "Frais de représentation" as from the 1st of April, 1931.

4. Sir Francis Humphrys has also suggested that during absence on leave he should draw the substantive salary of the post plus an allowance at the rate of Rs. 37,500 *per mensem* [? annum] on account of "Frais de représentation," the remaining portion of this allowance being available for the officer acting for him. Lord Passfield observes from paragraph 6 of the Regulations for His Majesty's Diplomatic Service, that, provided that the expenses of the upkeep of the Mission are defrayed by Heads of Missions during their absence on public service or on regulation leave, no deductions are made from their emoluments and no allowance is ordinarily made to the *Chargé d'Affaires* during the period. Sir Francis Humphrys occupies the post of High Commissioner for 'Iraq on special terms, and Lord Passfield is not yet in a position to make any suggestion with regard to the question of the payment of part of the allowance in respect of "Frais de représentation" during periods of leave. The practice followed in the Diplomatic Service will, however, be borne in mind when this question is being considered.

I am, &c.,
J. E. W. FLOOD.

C. 88122/31 [No. 1].

No. 27.

FOREIGN OFFICE to COLONIAL OFFICE.

[Answered by No. 33.]

SIR, Foreign Office, S.W.1, 22nd January, 1931.
WITH reference to your letter of the 8th instant,* regarding the emoluments of the High Commissioner for 'Iraq, I am directed by Mr. Secretary Henderson to state that he concurs in the proposal to approach the Lords Commissioners of His Majesty's Treasury with a view to the emoluments of Sir Francis Humphrys being fixed on the following basis as from the 1st April, 1931, viz. :—

Salary	...	£2,000 per annum.
Allowance for "Frais de représentation"	(non-taxable)	£4,750 per annum.

I am, &c.,
HUBERT MONTGOMERY.

C. 88122/31 [No. 2].

No. 28.

COLONIAL OFFICE to TREASURY.

[Answered by No. 29.]

SIR, Downing Street, 6th February, 1931.
I AM directed by Lord Passfield to refer to Sir Russell Scott's letter of the 14th of November, 1930, No. E. 7586/6,† regarding the provision required to be made under Sub-head I.3 of the Estimate of the Vote for Colonial and Middle Eastern Services, 1931, to cover the cost of the High Commission in 'Iraq, and to transmit to you herewith, to be laid before the Lords Commissioners of the Treasury, a copy of a

* No. 26.

† No. 25.

despatch* which has been received from Sir Francis Humphrys, forwarding a detailed Estimate† in support of the sum required for this purpose.

2. The details of the Estimate have been examined and the rates of pay, &c., checked as far as possible in the Colonial Office and found to be correct, and Lord Passfield concurs in the explanation given by the High Commissioner in paragraph 3 of his despatch that no important reduction in personnel is possible while the functions and responsibilities of the High Commission remain as at present. It will be observed, however, that several minor adjustments in the subordinate staff are foreshadowed and it is not proposed to raise any objection to the High Commissioner's recommendations in this matter which are designed with a view to economy.

3. Their Lordships will observe from paragraph 5 of Sir F. Humphrys' despatch that the preparation of the Estimates has been attended by difficulty owing to the acceptance by His Majesty's Government of the full cost of the High Commission as from 1st April, 1931, with the consequent increased liability of the staff to United Kingdom income tax, which will become chargeable on the whole of their pay instead of on a moiety thereof as hitherto. To overcome this difficulty the High Commissioner has suggested the reallocation of his own salary and entertainment allowance and has included in the Estimate a sum of Rs. 15,000 as a rough estimate of the compensation equivalent to the increased tax liability which it has been suggested should be paid to the other members of his staff. This matter has formed the subject of separate semi-official correspondence with the Treasury, after reference to the Board of Inland Revenue, who have ruled that, except in the case of an appointment to the staff after 1st April, 1930, the increased tax liability will not arise until the 1st April, 1932, as the existing staff will continue to be assessed on the prior year basis. With one or two exceptions, therefore, the question of compensation will not arise during the financial year 1931 and the provision of Rs. 15,000 can be deleted. If it should later prove necessary to grant compensation in 1931 to any officers appointed after 1st April, 1930, the amount involved is likely to be small and would, it is hoped, be met from savings in other directions. In the case of the High Commissioner himself, if it is decided to accept Sir F. Humphrys' proposal which appears to the Secretary of State to be a reasonable solution of the difficulty, it is necessary to reallocate the emoluments of the post in 1931 in order to safeguard the tax position in 1932. Apart, however, from the tax question, Lord Passfield is of the opinion that the present time is opportune for reconsidering the emoluments of the post with a view to bringing them more closely into line with those attaching to posts of a similar nature in the Diplomatic Service, having regard to possible changes in this direction which may shortly occur in this appointment. He has accordingly consulted the Foreign Office in the matter, and I am to enclose, for Their Lordships' information, a copy of the correspondence‡ with that Department from which it will be observed that it is considered that a fair division of the High Commissioner's emoluments would be salary at the rate of £2,000 per annum, together with an allowance for Frais de représentation (non-taxable) of £4,750 per annum. This proposal involves no change in the actual total emoluments of the High Commissioner and as the arrangement avoids the question of compensating him for increased tax liability, Lord Passfield trusts that Their Lordships will agree to the emoluments being reallocated on this basis as from 1st April, 1931. Under the terms of Sir F. Humphrys' appointment he is entitled to three months' leave in the United Kingdom each summer, but, pending settlement of the question as to whether any part of the allowance for Frais de représentation should be issued to him or to the officer acting as High Commissioner during this leave, in which matter the Secretary of State will be guided by the practice obtaining in the Diplomatic Service, it is suggested that the full provision for the salary and the allowance should be retained in the Estimate.

4. Their Lordships will observe that no provision has been included to cover the cost of the proposal made in the letter from this Office of the 29th January§ that an officer should be sent out from this country to act as a substitute for Mr. Stafford, the Financial Secretary, for the period of his leave of absence in the United Kingdom during the coming summer. The cost of this arrangement is estimated at approximately £1,100 and it will be necessary to add this sum to the estimate if the proposal is approved.

5. Turning now to Part II—Allowances and Services, Their Lordships will observe that reductions amounting in all to Rs. 8,000 (£600), as compared with the estimate for the current year, have been made under Items 67—Secret Service, 68—Mechanical Transport, and 70-71—Maintenance, &c., of the Residency.

* No. 24. † See page 7. ‡ Nos. 26 and 27. § P.F. 19771 M.E. [No. 70] : not printed.

6. As regards paragraphs 8 and 9 of the High Commissioner's despatch, I am to suggest in view of the fact that, as from 1st April, 1931, the whole cost of the High Commission will be borne by His Majesty's Government, that arrangements for the supply of equipment and stationery required from the United Kingdom should be brought into line with those for other services abroad administered by the Colonial Office by approaching His Majesty's Office of Works and His Majesty's Stationery Office with a view to the supply of these items free of charge instead of on a repayment basis. It is accordingly proposed that a reduction of Rs. 3,000 in all should be made under Items 59, 60, and 73 in anticipation of the adoption of this arrangement and I am to ask that Their Lordships may be pleased to give their covering sanction for the transfer of the cost of these services to the Departments concerned.

7. I am also to refer to paragraph 5 of the letter from this Office of the 7th November last,* proposing that the cost of telegrams despatched by the High Commissioner should be transferred to the more appropriate Telegram Sub-head of the Estimate. in view of which Item 64 can be reduced by Rs. 43,000.

8. The High Commissioner's statement to the effect that the whole cost of Consular Representation at Baghdad, from which considerable receipts accrue, is borne on High Commission funds is not, strictly speaking, correct, as the receipts from this service are appropriated-in-aid and brought to account under Sub-head M. of the Vote for Colonial and Middle Eastern Services.

9. Provision has again been inserted under Item 68 for the payment of a house to office conveyance allowance to certain officers. In view of paragraph 7 of the High Commissioner's despatch I am to say that, subject to Their Lordships' concurrence, it is proposed to approve the continuation of this allowance during the next financial year on the same conditions as hitherto.

10. The total cost of the High Commission during 1931-32 is therefore estimated at £45,650 as shown below and I am now to request that Their Lordships may be moved to approve the Estimate at this figure and to insert this amount under Sub-head I 3 of the Vote for Colonial and Middle Eastern Services, 1931, in place of the provisional figure of £45,700.

	£	£
1. Original estimate submitted by the High Commissioner (Rs. 6,55,000)		49,125
Add—		
Cost of substitute for Mr. F. E. Stafford during his absence on leave		1,100
		50,225
Deduct—		
(a) Items transferred to other Votes. (Items 59, 60, and 73)—Rs. 3,000	225	
(b) Item transferred to another Sub-head of the Vote for Colonial and Middle Eastern Services. (Item 64)—Rs. 43,000	3,225	
(c) Provision to meet increased income tax liability of staff. (Item 13)—Rs. 15,000	1,125	
		4,575
Net amount for salaries and expenses		£45,650

With regard to the reduction at (b) above I am to explain that provision of £3,500 was included in the original draft Estimate of the Vote for Colonial and Middle Eastern Services enclosed in Colonial Office letter of the 7th of November, 1930,* under Sub-head L for the cost of inward telegrams before the High Commissioner's detailed Estimates were received. This higher figure was based on, and is justified by, the rate of expenditure on this service, and I am to ask that the provision of £3,500 may be retained for 1931.

11. I am now to refer to the correspondence ending with the semi-official letter from Mr. Trickett to Mr. Flood of this Office of the 6th January, No. S. 12591/2,† regarding the provision to be inserted in the Estimates to cover the cost of construction of houses in the Residency grounds and to enclose herewith a copy of a further telegram‡ which has been received from the High Commissioner stating that he can at

* 191A.31/32 Accts. [No. 3]: not printed.

† C. 88117/31 [No. 1]: not printed.

‡ C. 88117/31 [No. 59]: not printed.

present give no closer estimate of the cost of this service than the £10,000 for which approval was sought in the letter from this Office of the 23rd of December last.* In the circumstances Lord Passfield trusts that Their Lordships will agree to the insertion of this figure in the Estimate on condition that no expenditure is incurred on this service until further details of the scheme have been received and examined in the Colonial Office. Lord Passfield presumes that Their Lordships desire that this provision should be made in the Colonial and Middle Eastern Services Vote rather than in the Office of Works Vote

12. A statement in the form of Part III of the Estimate is enclosed for convenience

I am, &c.,
J. E. W. FLOOD.

Enclosure 5 in No. 28.

D.3.—HIGH COMMISSIONER.—SALARIES AND EXPENSES.

PRIOR to 1st April, 1931, His Majesty's Government made a contribution of one-half of the salaries and incidental expenses of the High Commissioner and his personal and political staff (including contributions in respect of a Provident Fund), in accordance with the provision of Article XIII of the Financial Agreement made under the Treaty with King Feisal (Cmd. 2120). As from 1st April, 1931, His Majesty's Government has agreed to bear the whole cost of the High Commission, made up as follows:—

Numbers.	1931. £	1930. £
1931		
1 High Commissioner (£2,000 and £4,750 (a))	6,750	
1 Private Secretary (Rs. 900 a month)	810	
1 Aide-de-Camp (Rs. 800 a month)	720	
1 Counsellor (£3,000 per annum)	3,000	
1 Financial Secretary (Rs. 1,500—Rs. 100—Rs. 2,300 a month)	2,042	
1 Political Secretary (Rs. 1,500—Rs. 100—Rs. 2,300 a month)	1,908	
1 Legal Secretary (Rs. 1,500—Rs. 100—Rs. 2,300 a month)	1,699	
1 Oriental Secretary (Rs. 1,300—Rs. 100—Rs. 1,800 a month)	1,582	
1 Consular Secretary (Rs. 1,000—Rs. 1,800 a month)	1,485	
1 Political Attaché (Rs. 540 a month)	486	
1 Registrar (Rs. 500—Rs. 950 a month)	855	
4 British Clerks (b) (Rs. 400—Rs. 600 a month)	2,106	24,600 (c)
1 Head Translator (Rs. 500—Rs. 25—Rs. 700)	622	
1 Head Record Keeper (Rs. 400—Rs. 20—Rs. 500)	399	
5 Clerks, Grade 1 (Rs. 315—Rs. 15—Rs. 405 a month)	1,757	
6 Clerks, Grade 2 (Rs. 240—Rs. 15—Rs. 300 a month)	1,421	
12 Clerks, Grade 3 (Rs. 190—Rs. 10—Rs. 230 a month)	2,339	
4 Clerks, Grade 4 (Rs. 140—Rs. 10—Rs. 180 a month)	602	
1 British Chauffeur (Rs. 450—Rs. 20—Rs. 650 a month)	579	
35 Subordinate and Menial Staff	1,990	
— Miscellaneous Expenditure, including Cost of Substitute of Financial Secretary whilst on leave (£1,100), Maintenance of Residency Building and Plant (£2,737), Rent and Maintenance of Quarters for Staff (£1,838), Provident and Service Gratuity Funds and Pension Contributions (£3,190), Travelling and Incidentals (£3,633)	12,498	
80	£45,650	£24,600

(a) Frais de représentation, not taxable.

(b) One receives an allowance of Rs. 50 a month.

(c) Represents a contribution by His Majesty's Government equivalent to a moiety of the cost of the High Commission.

78

C. 88122/31 [No. 5].

No. 29.

TREASURY to COLONIAL OFFICE.

[Answered by No. 36.]

(E 7586/6.)

SIR,

Treasury Chambers, 7th March, 1931.

I HAVE laid before the Lords Commissioners of His Majesty's Treasury Mr. Flood's letter of the 6th ultimo,* transmitting copy of a despatch from the High Commissioner for Iraq regarding the provision required to be made under Sub-head I.3 of the Estimate of the Vote for Colonial and Middle Eastern Services, 1931, to cover the cost of the High Commission.

In reply I am to request you to inform the Secretary of State for the Colonies that in the circumstances represented My Lords concur in the proposed reallocation as from the 1st April next of the emoluments of the High Commissioner as a salary at the rate of £2,000 per annum, together with an allowance for Frais de représentation at the rate of £4,750 per annum and provision will be made accordingly in the Estimate for the year 1931. Upon comparison with the Frais drawn at certain Diplomatic posts of comparable importance the sum of £4,750 per annum appears to Their Lordships to be excessive and They consider that this amount should be susceptible of reduction hereafter.

My Lords offer no objection to the proposed arrangements, as detailed in paragraph 6 of the letter under reply, for the supply of equipment and stationery required from the United Kingdom and They sanction the transfer of the cost of these services to the Departments concerned. The question of the incidence of the cost of maintenance of the buildings occupied by the High Commission must, however, be reserved for further consideration.

My Lords further agree to the additions to and deductions from the estimate of £49,125 proposed by the High Commissioner, as detailed in paragraph 10 of the letter under reply, and They have accordingly caused provision to be made in detail in the Estimates for 1931 amounting in all to the sum of £45,650.

With regard to paragraph 11 of Mr. Flood's letter, I am to state that in the light of present circumstances, and on consideration of the estimate as a whole, My Lords do not feel able to agree to a capital expenditure of £10,000 on new buildings. Their Lordships understand that the Secretary of State is prepared to accept that view, and They have accordingly caused provision to be inserted under Sub-head I.3 (formerly D.3) of the estimate for the sum of £45,650 only.

I am, &c.,
R. R. SCOTT

C. 88122/31 [No. 6].

No. 30.

'IRAQ.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

[Answered by No. 32.]

(No. 186.)

SIR,

Downing Street, 25th March, 1931.

I HAVE the honour to refer to your despatch No. 1073 of the 31st October last,† forwarding the Estimates of Expenditure of the High Commission for the year 1931, and to transmit to you the accompanying copies of correspondence‡ with the Treasury on the subject.

2. In the Vote for Colonial and Middle Eastern Services for 1931 all the Colonial Services will be grouped before the Middle Eastern Services. In these circumstances, the Sub-head under which provision is made for the High Commissioner, salaries and expenses, which, in the Estimates for 1930 was Sub-head D.3, will become Sub-head I.3 in the Estimates for 1931.

* No. 28.

† No. 24.

‡ Nos. 28 and 29.

79

3. You will observe from the last paragraph of the Treasury letter, that the Lords Commissioners are unable to agree to provision being inserted in the Vote for 1931 to cover the cost of construction of two new houses in the Residency grounds. The proposal must, therefore, remain in abeyance for the present.

I have, &c.,
PASSFIELD.

C. 88122/31 [No. 7].

No. 31.

'IRAQ

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 5th June, 1931.)

[Answered by No. 41.]

(No. 559.)

MY LORD,

The Residency, Baghdad, 29th May, 1931.

I HAVE the honour to address Your Lordship on the subject of the provision of funds for expenditure on High Commission needs in Iraq which cannot be met from the amount provided to meet the normal expenditure of the High Commission.

2. I regret to state that the sum of money provided for the acquisition of the area adjoining the Residency has proved to be insufficient to meet all the charges in connexion therewith. I reported in my despatch No. 52 dated the 16th of January, 1931,* upon the difficulties which were being experienced in completing the acquisition proceedings and that the official valuation placed upon the area by the Committee appointed under the laws in force represented an increase of 21 per cent. over the estimated value placed upon it a year earlier by the unofficial committee. A series of appeals by owners against the lowness of the assessment and equally cogent protests by the High Commission against the over-valuation resulted, after all the complicated processes had been undergone, in a single property, which had been assessed at Rs 4,430, being raised by Rs. 400 only. The objections raised by both sides had the effect of mutual cancellation. The remainder of the valuations were confirmed at the figures at which they were assessed by the Estimation Committee. There were other complications and many unforeseen delays. The owners of two large properties refused to accept the assessment and professed determination to take an appeal to the courts under the procedure laid down in the law. This announcement was presumably made in the hope of obtaining a better offer, but no move was made to this effect by the High Commission and they eventually withdrew their objection. In addition to the enhanced cost of the acquisition certain essential expenditure incurred by the acquisition authority has had to be met. Also it had been estimated by the municipal authorities, and by the Chief Engineer, that the sale of the buildings on the acquired area would produce approximately Rs. 15,000 to Rs. 20,000, and it was hoped that the inevitable over-expenditure on the purchase price would be reduced by this amount. When, however, tenders were actually received the highest offer proved to be Rs. 9,000. The difficulties of removal and disposal of debris had apparently been underestimated, and I was advised by the Chief Engineer, Royal Air Force, who acted as my consultant in the arrangements for the sale, that he did not consider that higher prices would be obtained by the issue of fresh tenders. Unofficial inquiries through the Head of the Municipality tended to confirm this opinion and the highest tender was therefore accepted. The merging of this property in the main Residency grounds is by no means yet complete. There are a number of technical inheritance cases to be decided, and complete evacuation of the area is delayed mainly for this reason. The rights of the Municipality in the area on account of 800 odd square metres public road have yet to be extinguished by negotiations, which are now in progress and have as their object a rectification of the boundaries in order to provide land in exchange for the public land taken over, without the necessity for further capital expenditure arising. These matters will be reported in due course when the multitudinous formalities and minor difficulties still to be met have been complied

* C 88117/31 [No. 5]: not printed.

with and overcome. The financial effect of the acquisition may be set out as follows:—

	Rs.
(1) Amount allotted (£22,000)	2,98,100
(2) Amount spent during 1930-31	2,96,070
(3) Amount which lapsed on 31st March, 1931	2,030
(4) Payment made to 'Iraqi Government on 18th April, 1931, as balance of acquisition price	29,260
(5) Additional amount allowed on appeal still to be paid	400
(6) Cash receipt from the sale of the materials on the site	9,000
(7) Net cost of acquisition	3,16,730
(8) Net expenditure during 1931-32 for which no provision exists...	20,660

It will not be possible, as far as I can foresee at the moment, to make any part of this amount available from savings on the current expenditure of the High Commission, and I therefore have the honour to request that the sum of Rs. 21,000, to allow provision for minor incidental expenses, may be sanctioned to meet it. The additional expense could not have been avoided, and no action could have been taken by the High Commission which would have reduced the figure of value put upon the properties by the operation of the law or which would have increased the proceeds from the sale of materials.

3. A carry-over of extraordinary expenditure authorized during the financial year which ended on the 31st of March, 1931, on Residency repairs and improvements has also unavoidably happened. I invite a reference to Your Lordship's despatch "Accounts" No. 14 dated the 17th of April, 1931,* which shows that sanction was given for special expenditure upon repairs and reconstruction up to a total of £8,450, in currency Rs. 1,12,666. Immediately the sanction for the works was received, the Chief Engineer, Royal Air Force, was asked to put them in hand, and he was urged to exert every effort to ensure that they were completed and paid for before the end of the financial year. Early in March, 1931, the Chief Engineer stated that, owing to the large amount of work which had had to be done, some of which, particularly the work in connexion with the central heating, was dependent upon the receipt of materials from England, the whole of the expenditure authorized could not possibly be charged during the financial year. The work had been given out to contract on a measurement basis, and it was a physical impossibility to prepare and check bills for all the work and bring them to account for payment during that month. I would invite a reference on this point to the estimate contained in paragraph 7 of the Chief Engineer's letter No. CE/HI/290/8 dated the 19th of June, 1930, a copy of which accompanied my despatch No. 618 dated the 1st of July, 1930,† which stated that, even in the most favourable circumstances, no more than £5,000 could be spent during the financial year. Subsequent to the preparation of the original estimates of the cost of the works, a revision of the proposals and the elimination of certain items which, on reconsideration, did not appear to be essential, showed that it would be possible to restrict the expenditure to a total, including overhead charges, of approximately Rs. 98,000, showing a saving of approximately Rs. 14,666. Against this, payment has been made of Rs. 66,000, including the amounts brought to account in the Colonial Office schedules of disbursements on behalf of the High Commission in England up to the 31st of March, 1931, which leaves approximately a sum of Rs. 32,000 still to be brought to account during the current financial year. Your Lordship will appreciate that it was not possible to stop the work, which was in fact, except for the central heating, practically completed by the end of the year. From the above figures it will be seen that a sum of approximately Rs. 46,666 has lapsed, and in order that funds may be made available for payments which will have to be made during the current financial year, a further allotment of Rs. 32,000 should be granted. It is relevant to mention that the sale of materials from the buildings which have been demolished has produced a sum of Rs. 3,495. These amounts have been credited in my account for the month of May, 1931. If the amounts can be utilized in reduction of the expenditure on the service, the additional provision should be reduced to Rs. 28,505. I much regret that it was not possible to complete the transaction in all its details before the end of the financial year, but I must point out that when I asked for sanction to carry out the works, the amount which I estimated could reasonably be expended during the year was approximately the amount which it has in fact been possible to disburse.

* C. 88117/31 [No. 20]: not printed.

† C. 78117/30 [No. 33]: not printed.

4. The provision of a boundary wall to enclose the property newly acquired will become a matter of importance towards the end of the current year. To be in keeping with the property, a high and solid brick wall should be constructed similar in appearance to the wall which runs round the remainder of the estate. I am endeavouring, in consultation with the local authorities, to arrange for a wide main road to run along the new boundary in the place of the existing zigzag and insanitary alleyway. If this project matures it will be all the more necessary that the Residency boundary wall should be of substantial appearance. The estimated cost of building such a wall is Rs. 24,000, and the expense must be incurred sooner or later. If, however, funds cannot be made available, a mud wall with a brick base could be erected as a temporary measure at a cost of Rs. 12,000, or a wholly mud wall for Rs. 9,000. I should, however, deprecate an expedient of this nature.

5. I venture to take this opportunity to resubmit for Your Lordship's consideration the provision of a squash racket court in the Residency grounds, which was one of the proposals contained in my despatch of the 1st of July, 1930. This item was excluded from the list of sanctioned works, and I was informed that it would receive further consideration, which I recommend should now be given. My original proposal was that a standard squash court should be provided with a gallery, changing room, and shower bath, but it is now modified by the elimination of the changing room and shower bath and the construction of a simple court with a gallery only. It is estimated that the cost, including overhead charges, would be approximately Rs. 9,000. It will not be possible to meet this expenditure from savings in the normal estimates of the High Commission for the current financial year. The provision of a court would be highly beneficial to the health of the staff of the High Commission and future Embassy in one of the most exacting climates in the world since it would provide them with means, now denied them, for exercise near their work.

6. The water supply system of the Residency has been a matter of anxiety for some years. When the Residency was built, the Baghdad water supply system was totally inadequate to supply the needs of the Residency, and a special self-contained installation was put in, by which all water required is pumped from the river by electric pumps. The water required for domestic use is then filtered, chlorinated and distributed and the water required for irrigation purposes is taken straight to the garden without any special process. The pumps and the filtration plant are revealing grave signs of wear. They require a permanent staff to maintain them, and the establishment charges on this account alone, including the overhead expenses paid to the Royal Air Force Works and Buildings Department, are approximately Rs. 250 *per mensem*. From the health aspect the system is severely criticized. During the summer the river recedes a long way from the foreshore on which the Residency stands, and, as is inevitable in an oriental city, the foreshore becomes fouled and covered with garbage. The water for Residency purposes has to be pumped in from nearby this uncleanness. Recently the Baghdad Water Board have installed a new and modern water supply plant on the same bank of the river as the Residency, and as they are now able to supply the High Commission with all its needs the necessity for a private water supply has vanished. I consider that the time has come to abandon the present system and to obtain all requirements of filtered water from the new Water Board main pipe which runs close by the Residency, retaining the pumping system for irrigation requirements only. In order to carry out the change, it will be necessary to lay about 400 yards of cast-iron piping and connexions and to provide storage tanks for the buildings which have recently been built. It is estimated that the cost of this will, including overhead charges, be approximately Rs. 10,000. This should be carried out at an early date as a measure of sanitation and economy, and in order to avoid further expenditure upon patching up the present system.

7. No final decision has been reached concerning the proposal that two houses should be erected on the site recently acquired for the Residency so as to provide accommodation for the Counsellor and First Secretary to the Embassy when it is formed, at a total cost of approximately £10,000. I do not wish in this despatch to suggest that the necessary funds should be allocated this year, but I mention it here as I remain of the opinion that it will, in the long run, be an economy to build housing accommodation on British Government land for the higher officials of the future Embassy, rather than to rent quarters as is now the practice.

8. I now come to an important item of capital expenditure for which provision must be made sooner or later, and that is the work of laying out the Residency garden, so as to reclaim and bring into use the area which was formerly the site of the Arab slum. Advantage should be taken of the necessity of gardening operations on this large area to replant and to lay with grass a portion of the existing garden,

and I have been fortunate enough to be favoured with the advice of expert gardeners as to the best method of doing it. It is estimated that the approximate expenditure necessary upon digging up, relaying and extending the lawn, including laying new grass, preparing and manuring shrubbery and flower beds, together with the supply and laying of crazy pavement, would be approximately Rs. 10,000. It is necessary to consolidate what has already been achieved in the improvement of the Residency property. It would be unfortunate if the reclaimed area were not utilized to the best advantage as soon as the new area is cleared and laid bare. I trust that it will be possible to provide the funds necessary for this work, which cannot be met from savings on the current estimates of the High Commission.

9. It will be necessary to provide a new motor-launch for the High Commissioner. The road bridges over the river connecting the Residency with the offices of His Majesty the King and the Iraqi Government are cut daily at times, which are not always convenient and it is essential to maintain communication with the other side of the river and for the High Commissioner to be able to move by river at any time. The necessity for this has been recognized in the past by the provision of two launches for the use of the High Commission, one of which is allocated for the use of the High Commissioner himself. This launch was purchased in 1922 as a second-hand bargain for Rs. 2,000. It is now broken down and expenditure of Rs. 500 is required to put it into running order, but I am advised that further expenditure would be a waste of money, as the engine and the hull have reached the end of their working life. I have not had time to examine details or specifications of a suitable launch, but I understand by inquiry from the Port Director that a suitable boat could probably be obtained for £1,500. I am strongly of opinion that a good motor-launch, which will last some years, should be provided as early as possible for the official use of the High Commissioner, though I do not press for provision to be made during the current financial year. The second of the two launches is still in use, but it, too, is old, almost worn out, and is altogether unsuitable for permanent use as the official launch.

10. I attach a schedule showing the cost of the various projects to which I have referred in this despatch. The chief items are in effect an unavoidable carry-over of expenditure from the preceding financial year and, taken together, only very slightly exceed the original allotments. It has already been ruled that provision of funds for the two new houses cannot be made this year. The conversion of the water supply and the provision of a new motor-launch are matters which perhaps could be left to be financed during the coming financial year, but a decision should be taken regarding them at an early date. The provision of a squash court and a boundary wall and the laying out of the garden should, I suggest, be included in the additional allotment of funds for the current year, which the carry-over on the first two items will make essential.

11. The full financial effect of these recommendations are shown on the schedule enclosed, and I beg that I may be given an opportunity of discussing them in the Colonial Office during my stay in England.

I have, &c.,
F. H. HUMPHRYS,
High Commissioner for Iraq.

Enclosure in No. 31.

SCHEDULE TO ACCOMPANY THE DESPATCH REGARDING EXTRAORDINARY EXPENDITURE.

Item.	Work.	Estimated Cost. Rs.
(A) Carry forward of expenditure upon the acquisition of land for the Residency		21,000
(B) Carry forward of expenditure upon repairs and improvements at the Residency		32,000
(C) Provision of boundary wall		24,000
(D) Provision of a standard squash court with gallery		9,000
(E) Construction of two houses for Counsellor and First Secretary		1,33,000
(F) Conversion of water supply		10,000
(G) Lay-out of garden		10,000
(H) Provision of new motor-launch... ..		20,000
		<u>Rs. 2,59,000</u>

Treatment Suggested.

	Rs.
(1) Additional allotment during current year to meet amounts provided, but not brought to account during the past year—A, B... ..	53,000
(2) Special grant for current year to meet necessary works made necessary by repairs, improvements and extension—C, D, G	43,000
(3) For allotment during 1932-33—F, H	30,000
(4) Consideration postponed—E	1,33,000
	<u>Rs. 2,59,000</u>

C. 88122/31 [No. 8].

No. 32.

IRAQ.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 5th June, 1931.)

[Answered by No. 38.]

(No. 565.)

MY LORD,

The Residency, Baghdad, 29th May, 1931.

I HAVE the honour to refer to Your Lordship's despatch No. 186, dated the 25th of March, 1931,* in regard to the Estimates of Expenditure of the High Commission for the year 1931.

2. In paragraph 5 of my despatch No. 1073, dated the 31st of October, 1930,† forwarding the detailed Estimates for the year, I suggested that such portion of the High Commissioner's "Frais" as represented the entertainment allowance of Rs. 1,250/- hitherto sanctioned for the appointment should be made available for the officer acting for me. As I am about to proceed on leave, I should be grateful to be informed whether a sum amounting to Rs. 1,250/- per mensem out of the "Frais" may be paid to the officer acting for me during my absence.

I am, &c.,

F. H. HUMPHRYS,
High Commissioner for Iraq.

C. 88122/31 [No. 9].

No. 33.

COLONIAL OFFICE to FOREIGN OFFICE.

[Answered by No. 34.]

SIR,

Downing Street, 2nd July, 1931.

I AM directed by Lord Passfield to refer to your letter of the 22nd of January‡ regarding the emoluments of the High Commissioner for Iraq, and to transmit to you the accompanying copy of a despatch§ from Sir F. Humphrys requesting instructions regarding the payment of entertainment allowance to the officer acting for him during his absence from Iraq on leave.

2. As was indicated in paragraph 4 of Colonial Office letter of the 8th of January|| Lord Passfield had proposed, in considering this matter, to have regard to the practice obtaining in the Diplomatic Service. It is understood that this practice, if followed in the present instance, would result in the High Commissioner receiving the Frais de représentation in full during his regulation leave, subject to his defraying the expenses of the upkeep of the Residency during his absence, and that the officer acting as High Commissioner would receive no additional allowance unless the latter exceeded the period of this regular leave.

3. Up to the present, however, the entertainment allowance of £1,125, now included in the Frais de représentation, has been drawn by the officer acting as High Commissioner during the latter's absence from Iraq on leave, and Lord Passfield is of the opinion that it would be reasonable and equitable in the present case to adopt an

* No. 30.

† No. 24.

‡ No. 27.

§ No. 32.

|| No. 26.

ad hoc arrangement on the basis proposed by the High Commissioner, pending a settlement of the general question, on the understanding that this would apply only during the tenure of office of the present High Commissioner. Subject to Mr. Secretary Henderson's concurrence it is, therefore, proposed to approach the Lords Commissioners of the Treasury for their approval of this proposal.

I am, &c.,
J. E. W. FLOOD.

C. 88122/31 [No. 11].

No. 34.

FOREIGN OFFICE to COLONIAL OFFICE.

SIR,

Foreign Office, S.W.1, 10th July, 1931.

WITH reference to your letter of the 2nd instant,* regarding the emoluments to the High Commissioner for 'Iraq while on leave, I am directed by Mr. Secretary Henderson to state that he concurs in the proposal to approach the Lords Commissioners of His Majesty's Treasury for authority to pay the entertainment allowance of one thousand one hundred and twenty-five pounds (£1,125) per annum to the Acting High Commissioner from the "Frais de représentation."

2. Mr. Henderson would suggest, however, that this arrangement should, for the time being, apply only to the present leave of Sir F. Humphrys rather than during the tenure of his appointment at Bagdad.

I am, &c.,
HUBERT MONTGOMERY.

C. 88122/31 [No. 10].

No. 35.

MR. F. J. HOWARD (COLONIAL OFFICE)

to

MR. W. R. L. TRICKETT (TREASURY).

DEAR TRICKETT,

Downing Street, 15th July, 1931.

I ENCLOSE a copy of a despatch† from the High Commissioner for 'Iraq about the provision of funds for expenditure on High Commission needs which cannot be met from the amount provided in this year's Estimates.

In accordance with the suggestion made in the last paragraph of the despatch, we propose to discuss the matter with Sir Francis Humphrys and I hope that you will be able to be present at the discussion. (Sir F. Humphrys is now fit again.)

The proposals involve an expenditure this year of Rs. 96,000 for which no provision is made in the Estimates. Of this, £4,000 approximately is in respect of work sanctioned, but not completed last year. This figure, however, apparently includes an excess over the estimate of £1,550 (Rs. 20,660). These figures are "netted" by Rs. 9,000 for the sale of material on the sites of the cleared property. It is apparently contrary to Appropriation Account procedure to do this in our accounts, so unless this can be recovered in some way, the figures will have to be increased by Rs. 9,000—£675 with an equivalent Appropriation-in-Aid.

Yours, &c.,
F. J. HOWARD.

* No. 33.

† No. 31.

C. 88122/31 [No. 12].

No. 36.

COLONIAL OFFICE to TREASURY.

[Answered by No. 37.]

SIR,

Downing Street, 31st July, 1931.

I AM directed by Lord Passfield to refer to your letter (No. E. 7586/6) of the 7th of March,* and to transmit herewith, to be laid before the Lords Commissioners of the Treasury a copy of a despatch† from the High Commissioner for 'Iraq, together with copies of correspondence‡ with the Foreign Office regarding the question of the payment of an entertainment allowance to the Acting High Commissioner for 'Iraq during the absence of Sir Francis Humphrys.

2. As Their Lordships are aware, up to the 31st of March last the salary of the High Commissioner for 'Iraq was Rs. 75,000 a year with an entertainment allowance of Rs. 15,000 a year, a total at 1s. 6d. to the rupee of £6,750 a year. During the absence of the High Commissioner the officer acting for him drew the entertainment allowance. As from the 1st of April, 1931, the salary of the post of High Commissioner for 'Iraq has been fixed at £2,000 a year with an allowance of £4,750 a year as "Frais de représentation," and no rule has yet been laid down as to what part, if any, of the allowance on account of "Frais de représentation" should be paid to the Acting High Commissioner during the absence on leave of the High Commissioner himself.

3. Lord Passfield agrees that an arrangement on the basis of that suggested by Sir Francis Humphrys would be reasonable and equitable and he, therefore, proposes, subject to Their Lordships' concurrence to agree that, during his present leave, Sir Francis Humphrys should draw "Frais de représentation" allowance at the rate of £3,625 a year, the remaining portion of that allowance, namely, at the rate of £1,125 (Rs. 15,000) being paid to the officer acting for him.

I am, &c.,
J. E. W. FLOOD.

C. 88122/31 [No. 17].

No. 37.

TREASURY to COLONIAL OFFICE.

(E. 7586/6.)

Treasury Chambers, 15th August, 1931.

SIR,

I HAVE laid before the Lords Commissioners of His Majesty's Treasury Mr. Flood's letter of the 31st ultimo,§ transmitting copy of a despatch from the High Commissioner for 'Iraq, together with copies of correspondence with the Foreign Office regarding the question of the payment of an entertainment allowance to the Acting High Commissioner for 'Iraq during the absence of Sir Francis Humphrys.

In reply I am to request you to inform the Secretary of State for the Colonies that in the circumstances represented Their Lordships concur in his proposal that during his present leave, Sir Francis Humphrys should draw "Frais de représentation" allowance at the rate of £3,625 a year, the remaining portion of that allowance, namely, at the rate of £1,125 (Rs. 15,000), per annum being paid to the officer acting for him.

I am, &c.,
R. R. SCOTT.

* No. 29.

† No. 32.

‡ Nos. 33 and 34.

§ No. 36.

C. 88122/31 [No. 18].

No. 38.

'IRAQ.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(No. 507.)

SIR,

Downing Street, 31st August, 1931.

I HAVE the honour to refer to Sir Francis Humphrys' despatch No. 565 of the 29th of May,* and to inform you that I agree that during his present leave Sir Francis Humphrys should draw "Frais de représentation" allowance at the rate of £3,625 a year, the remaining portion of that allowance, viz., at the rate of £1,125 (Rs. 15,000 a year) being paid to the officer acting for him.

I have, &c.,
J. H. THOMAS

C. 88122/31 [No. 19].

No. 39.

COLONIAL OFFICE to TREASURY.

SIR,

Downing Street, 15th October, 1931.

I AM directed by Mr. Secretary Thomas to refer to the despatch from the High Commissioner for 'Iraq No. 559 of the 29th of May, 1931,† a copy of which was sent semi-officially to Mr. Trickett on the 15th of July,‡ on the subject of expenditure in connexion with the Residency at Baghdad which cannot be met from the amount provided under Sub-head I.3 of the Vote for Colonial and Middle Eastern Services for the current financial year.

2. As Their Lordships will observe from the Schedule which accompanied the despatch, it is estimated that, in order to complete the works commenced in 1930 and to provide for certain additional services, the sum of Rs. 2,59,000 will be required, but that suggestions are made for certain of these services to be postponed.

3. The proposals made in the above-mentioned despatch were discussed in detail at a meeting at the Treasury on the 28th of September at which Sir Francis Humphrys was present, and I am now to suggest, for the consideration of Their Lordships, that the various items of expenditure should be dealt with as follows:—

(1) That the carry-forward from 1930 of expenditure amounting to £4,000 upon the acquisition of land and upon repairs and improvements at the Residency (Items A and B on Schedule), should be met from savings which it is hoped to effect on Sub-head I.3, Contribution to expenses of the Trans-Jordan Administration.

(2) That the following essential services should be considered during the current financial year if savings can be effected on the Vote for Colonial and Middle Eastern Services as a whole, viz.:—

Item C.—Construction of Boundary Wall rendered necessary by the acquisition of the Arab Village. In this connexion I am to observe that, without a wall, the Residency grounds would be open to any casual passer-by or straying animal; there would be no privacy and it would be very difficult to guard or protect the Residency and its occupants, or visitors thereto, such as King Feisal, properly. The estimated cost of building a brick wall would be Rs. 24,000 (£1,800), which expense must be incurred sooner or later, but, as a temporary measure, Mr. Thomas would suggest that a mud wall on a brick base at a cost of Rs. 12,000 should be erected.

Cost £900.

Item F.—Conversion of Water Supply. With regard to this Service, I am to observe that, at present, the water supply to the Residency is taken from the river close to the town and is therefore originally foul and little better than liquid mud. It is first of all pumped into settling tanks where it remains some thirty-six hours to settle. The water is then pumped into chlorinating tanks and thence distributed through the taps.

The chlorinating system is now practically worn out and, as an alternative to an expensive renewal, it is proposed to obtain the supply from the

* No. 32.

† No. 31.

‡ No. 35.

Baghdad Municipality, which takes its water from above the town and be effected by scrapping the chlorinating plant and dispensing with the and passes it through proper filter beds, ensuring purity.

The cost of installation is estimated at Rs. 10,000, and savings could be effected by scrapping the chlorinating plant and dispensing with the services of a pump man. Mr. Thomas considers this an essential service.

Cost £750.

Item G.—Layout of Grounds including Protection from the River.

This service covers the levelling of the site on which the Arab village formerly stood and which extended right up to certain portions of the Residency. It is impossible for either the visitors to, or the staff of, the Residency to pass this portion of the building owing to the site becoming a quagmire after rains and it will be necessary to provide suitable paths. It is also necessary to erect a protection at the river end of the grounds. The sum originally estimated for this service was Rs. 10,000 (£750), but Mr. Thomas would propose to reduce this cost to £375 to provide only the essential paths, &c., and protection.

Cost £375.

Total £2,025

(3) The following services to be deferred, viz.:—

*Item D.—Provision of Squash Racket Court.**Item E.—Construction of Houses for the Counsellor and First Secretary.**Item H.—Provision of New Motor-Launch.*

4. Mr. Thomas is not yet in a position to indicate what savings are likely to be available on other Sub-heads of the Vote for Colonial and Middle Eastern Services to meet expenditure on the essential services shown under paragraph 3 (2) above, and a further communication will be addressed to Their Lordships on this point as soon as the position with regard to the Vote as a whole is clearer.

I am, &c.,
J. E. W. FLOOD.

C. 88122/31 [No. 25].

No. 40.

'IRAQ.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 8.3 p.m., 14th November, 1931.)

TELEGRAM.

[Answered by No. 41.]

No. 391. 14TH NOVEMBER. My despatch of 29th May, No. 559.* Should be grateful early sanction to build boundary wall for Residency as newly acquired area is now unguarded and exposed.

C. 88122/31 [No. 26].

No. 41.

'IRAQ.

THE SECRETARY OF STATE to THE ACTING HIGH COMMISSIONER.

(Sent 7.0 p.m., 19th November, 1931.)

TELEGRAM.

[Answered by Nos. 50 and 51.]

No. 283. YOUR telegram 391 of 14th November.† I approve construction of mud wall on brick base at cost not exceeding £900, also conversion of water supply at cost not exceeding £750, see paragraph 6 of your despatch 559 of 29th May.*.

Both services must be completed this financial year.—THOMAS.

* No. 31.

† No. 40.

C. 88122/31 [No. 28].

No. 42.

COLONIAL OFFICE to TREASURY

[Answered by No. 43.]

SIR, Downing Street, 8th December, 1931.
 WITH reference to the letter from this Department of the 15th of October,* on the subject of expenditure in connexion with the Residency at Baghdad which cannot be met from the amount provided under Sub-head I. 3, of the Vote for Colonial and Middle Eastern Services for the current financial year, I am directed by Secretary Sir Philip Cunliffe-Lister to transmit to you, to be laid before the Lords Commissioners of the Treasury, a copy of a telegram† from the High Commissioner for 'Iraq, in which he requests early approval for the construction of the boundary wall rendered necessary by the acquisition of the Arab village.

2. On the receipt of this telegram the matter was discussed semi-officially with the Treasury, and it was agreed that the construction of a mud wall on a brick base at a cost not exceeding £900 should be approved. It was also agreed that approval should be given for the conversion of the water supply at a cost of £750 (see paragraph 3 (2), item F, of the letter under reference).

3. A copy of telegram conveying this decision to the Acting High Commissioner was forwarded to the Treasury under cover of Colonial Office letter of the 20th November,‡ and I am now to request that Their Lordships may be moved to give their covering approval for the expenditure involved.

I am, &c.,
 J. E. W. FLOOD.

C. 88122/31 [No. 29].

No. 43.

TREASURY to COLONIAL OFFICE.

(S 12591/3.)

SIR, Treasury Chambers, 15th December, 1931.
 I HAVE laid before the Lords Commissioners of His Majesty's Treasury Mr. Flood's letter of the 8th December, 1931,§ on the subject of expenditure in connexion with the Residency at Baghdad, and in reply I am directed to request you to convey to the Secretary of State Their Lordships' sanction for the expenditure of (i) a sum not exceeding £900 for the construction of a boundary wall, and (ii) a sum not exceeding £750 for the conversion of the water supply at the Residency. The expenditure should be charged to Sub-head I. 3, and met from the existing provision under the Vote.

I am, &c.,
 R. V. NIND HOPKINS.

C. 96460/32 [No. 1].

No. 44.

'IRAQ.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received at 11.20 a.m., 14th January, 1932.)

TELEGRAM.

[Answered by No. 45.]

No. 17. 13TH JANUARY. Please refer to paragraph 8 of my despatch of 29th May, No. 559,|| also to paragraph 11 of my despatch 30th December, No. 1265,¶ regarding reclamation of new area.

* No. 39. † No. 40. ‡ C. 88122/31 [No. 27]: not printed. § No. 42. || No. 31.
 ¶ No. 13 in Middle East No. 45.

I shall be most grateful to receive telegraphic sanction to spend up to 5,000 rupees on digging and relaying the garden area during the current financial year on the understanding that all the money expended will be found from savings within the current High Commission Estimates. It is important that the work which is really essential should be begun before the spring. No expenditure will be incurred at present on other items suggested in my despatch of 29th May.

If the above expenditure is approved further allotment of 5,000 rupees asked for in 1932 Estimates will allow work to be completed during the next year.

C. 96460/32 [No. 2].

No. 45

'IRAQ.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER

(Sent 1.30 p.m., 22nd January, 1932.)

TELEGRAM.

[Answered by No. 47.]

No. 28. Your telegram No. 17 of 13th January.* I agree to work to extent of Rs. 5,000 being completed by 31st March in order that provision of Rs. 5,000 in Estimates 1932 may not be exceeded.

Your statement that no expenditure will be incurred at present on other items suggested in despatch of 29th May† is not understood as approval to proceed with services mentioned in my telegram 283 of 19th November‡ was given on distinct understanding that both services must be completed before 31st March.—CUNLIFFE-LISTER.

C. 96460/32 [No. 3].

No. 46

COLONIAL OFFICE to TREASURY.

[Answered by No. 48.]

SIR, Downing Street, 22nd January, 1932.

I AM directed by Secretary Sir Philip Cunliffe-Lister to enclose, to be laid before the Lords Commissioners of the Treasury, a copy of a telegram* which has been received from the High Commissioner for 'Iraq on the subject of an expenditure this financial year of Rs. 5,000 on digging and relaying the area of the Residency, Baghdad, which was formerly the site of the Arab slum. A copy of Sir Francis Humphrys' despatch of the 29th May last, No. 559,† was forwarded to the Treasury on the 15th July§ and a copy of his despatch of the 30th December, No. 1265,|| was forwarded under cover of a letter from this Office of the 16th January.¶

2. The subject was semi-officially discussed, *inter alia*, at the Treasury on the 28th September, at which discussion the High Commissioner was present, and he was informed that the question of commencing this essential service in 1931 and expending Rs. 5,000, i.e., one-half of the total sum required for this work, namely, Rs. 10,000, before 31st March, 1932, would be considered if savings could be made available to meet it.

3. In this connexion I am to say that, in the forecast of expenditure for the current financial year which was recently rendered to Their Lordships, allowance was made for an expenditure of £375, and the Secretary of State proposed, in paragraph 4 of the letter from this Office of the 16th January,¶ submitting the Estimates of the High Commissioner for 1932, that the balance of Rs. 5,000 (£375) should be provided in the Vote for Colonial and Middle Eastern Services for next year.

4. In these circumstances I am to ask that Their Lordships may be pleased to accord their sanction to the High Commissioner's proposal contained in the enclosed telegram.

* No. 44. † No. 31. ‡ No. 41. § No. 35. || No. 13 in Middle East No. 45.
 ¶ No. 14 in Middle East No. 45.

5. I am to add that the remark in the telegram that "no expenditure will be incurred at present on other items suggested in my despatch of 29th May," is being taken up with the High Commissioner, having regard to the sanction already conveyed to him to proceed with the construction of the boundary wall and the conversion of the water supply on condition that both services were to be completed this financial year. These services were authorized by Their Lordships in Sir R. V. Nind Hopkins' letter of the 15th December, No. S. 12591/3.*

I am, &c.,
J. E. W. FLOOD.

C. 96460/32 [No. 4].

No. 47.

'IRAQ.

THE ACTING HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 11.30 a.m., 25th January, 1932.)

TELEGRAM.

No. 36. 25TH JANUARY. Your telegram No. 28.† Reference should have been to paragraph 8 of my despatch of 29th May, No. 559.‡ The only work which will be carried out at present will be on digging and relaying. Expenditure on repairing and manuring flower beds and laying crazy paving is being held over.

C. 96460/32 [No. 6].

No. 48.

TREASURY to COLONIAL OFFICE.

(S. 12591/3.)

SIR, Treasury Chambers, 12th February, 1932.
I HAVE laid before the Lords Commissioners of His Majesty's Treasury Mr. Flood's letter of the 22nd ultimo,§ on the subject of the expenditure of relaying the area of the Residency, Baghdad, which was formerly the site of the Arab slum.

In reply I am directed to request you to convey to the Secretary of State My Lords' sanction for the expenditure of a sum not exceeding Rs.10,000 on the work in question, one-half to be provided from the existing provision under the Middle Eastern Services Vote, 1931, and provision for the other half to be made in the Vote for 1932.

I am, &c.,
R. V. NIND HOPKINS.

C. 96460/32 [No. 7].

No. 49.

'IRAQ.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 12th March, 1932.)

(No. 198.)

SIR, The Residency, Baghdad, 29th February, 1932.
I HAVE the honour to refer to your telegram No. 251, dated the 2nd of October, 1931,|| regarding the renewal of the lease of the house at present occupied by Major H. W. Young, C.M.G., D.S.O., and to report that the lease has now been renewed for a further period of three years, with effect from the 1st of December, 1931, at an annual rental of Rs.6,500, payable annually in advance.

* No. 43. † No. 45. ‡ No. 31. § No. 46. || C. 88122/31 [No. 21]: not printed.

2. The rental has been reduced by Rs.1,500 per annum, and the Directorate of Auqaf have agreed to carry out the erection of adequate stabling and garage accommodation, in consideration of the extension of the lease period. I regard the arrangement which has been made as very satisfactory.

I have, &c.,
F. H. HUMPHRYS,
High Commissioner for 'Iraq.

C. 96460/32 [No. 8].

No. 50.

'IRAQ.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 23rd April, 1932.)

(No. 366.)

SIR,

The Residency, Baghdad, 13th April, 1932.

I HAVE the honour to refer to your telegram No. 283 dated the 19th of November, 1931,* conveying your approval for the building of a boundary wall to enclose the newly acquired area of the Residency, at a cost not exceeding £900 and to report that the work has been completed at a total cost of Rs.11,286.6.0 (£846 9s. 7d. at 18d.), including overhead charges.

2. The completion of a contract for the work at low rates enabled the whole wall to be completed in brick, similar to the existing wall round the remainder of the estate. The wall is well built and considerably improves the appearance of the Residency property. The work was supervised by the Chief Engineer, Royal Air Force, and a sum of Rs.11,286.6.0 has been refunded to the Royal Air Force and debited in High Commission Account for March, 1932.

I have, &c.,
F. H. HUMPHRYS,
High Commissioner for 'Iraq.

C. 96460/32 [No. 10].

No. 51.

'IRAQ.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 30th April, 1932.)

(Accounts.)

(No. 374.)

SIR,

The Residency, Baghdad, 19th April, 1932.

I HAVE the honour to refer to your telegram No. 283, dated the 19th of November, 1931,* conveying approval for alterations to the water supply of the Residency at a cost not exceeding £750, and to report that the work has been completed at a total cost of Rs.4,604 12a. 0p. (£345 7s. 2d.), including overhead charges.

2. The work was supervised by the Chief Engineer, Royal Air Force, and payments of Rs.4,555 12a. 0p. and Rs.49 0a. 0p. have been made to him and to the Baghdad Water Board respectively, and debited in the High Commission account for the month of March, 1932.

I have, &c.,
F. H. HUMPHRYS,
High Commissioner for 'Iraq.

Sub-head I.4.—Contribution to 'Iraq Government (Grant-in-Aid).

C. 78199/30 [No. 37A].

No. 52.

COLONIAL OFFICE to TREASURY.

SIR, Downing Street, 30th October, 1930.
WITH reference to the letter from this Department of the 25th of October,* regarding the Grant-in-aid to the 'Iraq Government to assist in the maintenance of the 'Iraq Army, I am directed by Lord Passfield to state, for the information of the Lords Commissioners of the Treasury, that the sum of £60,000 is being included provisionally for this service under Sub-head I.4 of the Colonial and Middle Eastern Services Vote for the year 1931.

2. A further letter will be addressed to you on the receipt of the information promised in paragraph 5 of the High Commissioner's despatch Confidential C. of the 3rd of October,† a copy of which accompanied the Colonial Office letter under reference.

I am, &c.,
J. E. W. FLOOD.

C. 78199/30 [No. 41].

No. 53

'IRAQ.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 21st November, 1930.)

(Confidential.) The Residency, Baghdad,
MY LORD, 14th November, 1930.

I HAVE the honour to refer to Sir Robert Brooke-Popham's despatch Confidential C dated the 3rd of October, 1930,† on the subject of the cost of the cadre of British officers for service with the 'Iraq Army.

2. As was promised in paragraph 5 of that despatch, I now forward a copy of a statement with appendices showing the estimated cost of the British Military Mission to the 'Iraq Army for the financial year beginning 1st of April, 1931. The estimates have been drawn up according to the principles explained in paragraph 3 of the despatch referred to above and reach a total of Rs.8 lakhs (£60,000), the same amount as has been allowed for the current financial year. I have considered the question raised by Sir Robert Brooke-Popham as to whether the cost of warrant-officers employed with the 'Iraq Army in a technical capacity should be considered as part of the expenses of the Mission. Provision is included in these estimates for the pay, passages, and pension contributions of three warrant-officers, whom the 'Iraq Government wish to recruit for service with the 'Iraq Air Force. I shall be addressing Your Lordship in a separate despatch regarding the selection of these officials. The cadre of British officers as approved by His Majesty's Government contains two posts to be filled by British officers of the Royal Air Force. The warrant-officers are necessary to assist the British officers in the task of building up and organizing the 'Iraq Air Force and it appears to me to be equally justifiable to charge the cost of their employment against the subvention, so long as no increase in the rate of payment is occasioned thereby. The total amount included in the estimates for the warrant-officers is Rs.24,159.

3. The estimates themselves have been scrutinized and appear to be fair and reasonable. An unallocated amount of Rs.10,000 has been included, in order to bring the total up to a sum of Rs.8 lakhs, which may be taken to cover extraneous items of expense which are not specifically provided for. I recommend, therefore, that the sum of Rs.8 lakhs should be provided to meet the cost of the British officers and warrant-officers serving with the 'Iraq Army during the coming financial year and that, provided the full cadre of officers and warrant-officers is maintained throughout the year, the subsidy shall be paid in full.

* No. 37 in Middle East No. 33.

† No. 36 in Middle East No. 33.

4. If the recommendation in the preceding paragraph is accepted payment of the instalments of the subsidy would no longer be dependent upon the receipt of a monthly report upon the progress and reorganization of the 'Iraq Army and I would suggest for Your Lordship's consideration that whilst the cadre is maintained at full strength payment should be made to the Crown Agents for the Colonies for credit to the account of the 'Iraq Government in regular monthly instalments in arrears. This procedure would be of great assistance to the 'Iraq Government in estimating their monthly requirements of funds in London and it could be interrupted at any time should the 'Iraq Government fail to take the necessary steps to keep the cadre up to full strength.

I have, &c.,
F. H. HUMPHRYS,
High Commissioner for 'Iraq.

Enclosure in No. 53.

ESTIMATED EXPENDITURE UPON THE CADRE OF BRITISH OFFICERS AND WARRANT-OFFICERS ATTACHED TO THE 'IRAQ ARMY, 1931-32.

Salaries.

	Rs.
1. Salaries, British officers (Appendix "A")	6,15,000
2. Clerical and menial establishment (Appendix "B")	29,000
	6,44,000

Allowances and Services.

	Rs.	
3. Travelling allowance and transport expenses	42,000 (Appendix "C")	
4. Books and periodicals	1,000	
5. Rents	25,000	
6. Furniture	8,000	
7. Pension contributions	55,000 (Appendix "D")	
8. Special compensation	1,000	
9. Feed and keep of horses	10,000	
10. Motor car for Inspector-General	3,000	
11. Miscellaneous	1,000	
	1,46,000	1,46,000
Total	Rs. 7,90,000	
Unallocated balance	Rs. 10,000	
Grand total	Rs. 8,00,000	

Appendix "A."
British Officers.

	Per Mensem. Rs.	Per Annum. Rs.	
Inspector-General	3,200	=	38,400
Inspector, A G.'s Branch for 9 months, 19 days ...	2,100	=	20,200
Inspector, G.S. Branch	2,100	=	25,200
Inspector, Q.M.G.'s Branch	2,100	=	25,200
Director, Staff School	2,100	=	25,200
Inspector, 'Iraq Air Force	1,800	=	21,600
Inspector, Ordnance Services	1,800	=	21,600
Inspector, Medical Services	1,800	=	21,600
Inspector, Veterinary Services	1,800	=	21,600
Inspector, Military Works	1,800	=	21,600
Director, 'Iraq Royal Military College	1,800	=	21,600
Director, Cavalry School	1,800	=	21,600
Director, Artillery School	1,800	=	21,600
Liaison Officer, Northern Area	1,800	=	21,600
Liaison Officer, Southern Area	1,800	=	21,600
Inspector, Mechanical Transport	1,800	=	21,600
Deputy Inspector, G.S. Branch	1,500	=	18,000
Deputy Inspector, Q.M.G.'s Branch... ..	1,500	=	18,000
Director, Small Arms School... ..	1,500	=	18,000
Inspector, Signal Company	1,500	=	18,000
Director, Signal Training Centre	1,500	=	18,000
Inspector, Mechanical Transport Company	1,500	=	18,000
Inspector, Armoured Cars	1,500	=	18,000
Deputy Inspector, Ordnance Services	1,500	=	18,000
Inspector, 'Iraq Air Force Squadron	1,500	=	18,000
Assistant Director, Cavalry School	1,200	=	14,400
Ordnance Mechanical Engineer	1,200	=	14,400
Assistant Director, Artillery School	1,200	=	14,400
Captain J. G. Worth, 1 month and 19 days... ..	1,425	=	2,300
Non-commissioned Officer, Air Force	650	=	7,800
Non-commissioned Officer, ,, ...	570	=	6,840
Non-commissioned Officer, ,, ...	490	=	5,880
Total			Rs. 5,99,820
Officers awaiting absorption, say			Rs. 15,180
Total			Rs. 6,15,000

Appendix "B."

Clerical and Menial Establishment.

	Per Mensem. Rs.	Per Annum. Rs.	Remarks.
1. Confidential Clerks, Rs. 545/565 ...	545/565	6,680	5 months @ 545 7 months @ 565
1. Clerk, Grade III., Rs. 140... ..	140	1,680	
2. Translators @ Rs. 270... ..	540	6,480	
28. Syces @ Rs. 35... ..	980	11,760	
5. Farrashes @ Rs. 40... ..	200	2,400	
Total			Rs. 29,000

Appendix "C."

Details of Estimate of Provision for Travelling Allowance and Transport Expenses

	Number of passages.
General H. Rowan-Robinson, C.M.G., D.S.O. (leave)... ..	2
Lieutenant-Colonel J. I. Eadie, D.S.O. (repatriation)... ..	1
Captain J. P. Robinson	1
Captain E. V. Packer, M.B.E.	1
Lieutenant F. F. D. Roantree	1
Captain J. G. Worth	1
Captain D. Brown (leave)	2
Major E. G. Warren (repatriation)... ..	2 (wife)
Captain P. W. Clark, D.S.O., M.C.	2
Major E. J. Nettlefold (leave)	3
Major E. G. Turner	3
Major G. O. Simson	3
Major J. W. C. Stubbs, D.S.O., M.C.	3
Inspector, Air Force Squadron	1
Emergencies	3
	29
Say 27 Overland Passages @ £54	= £1,458
Say 2 Sea ,, @ £82	= £164
3 Non-commissioned Officers—2nd class passages @ £37 10s	= £113

£1,735 = Rs. 23,420

Incidental travelling expenses to officers on repatriations and new engagements (10 officers and non-commissioned officers) = Rs. 750
Tours and journeys in 'Iraq for the year Rs. 17,830

Total Rs. 42,000

Appendix "D."

Details of Estimate of provision for Pension Contribution.

British Service.

	£	s.	d.
17 Officers for whole year @ £100 p.a.	1,700	0	0
2 Royal Air Force officers for whole year @ £120 p.a.	240	0	0
1 Veterinary officer for whole year @ £105 p.a.	105	0	0
1 Medical officer for whole year @ £109 p.a.	109	0	0
1 Officer for approximately 2 months	16	0	0
Officers awaiting absorption, say	400	0	0
3 Air Force non-commissioned officers for 12 months, say	160	0	0
Arrear contributions due on account of previous year (contributions for March quarter are paid in the following quarter). Difference between larger number of officers in March, 1931, quarter as compared with the March 1932, quarter, say	100	0	0
Total, £2,830 = Rs. 38,205			

Indian Service.

1 Officer, 9 months and 19 days @ Rs. 525 per mensem	Rs. 5,050
1 Officer, 12 months @ Rs. 450 per mensem	Rs. 5,400
1 Officer 12 months @ Rs. 525 per mensem	Rs. 6,300
Total	Rs. 54,955
Rounded off	Rs. 55,000

C. 78199/30 [No. 49].

No 54

'IRAQ.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER

(Sent 1 p.m., 28th January, 1931.)

TELEGRAM.

[Answered by No. 55.]

No. 41. My telegram No. 26 of 21st January.* Grant-in-Aid 'Iraq Army. As Estimates for 1931 are being closed probably on 1st February, please expedite reply.—PASSFIELD.

C. 88074/31 [No. 1].

No 55

'IRAQ.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE

(Received 11.20 a.m., 2nd February, 1931.)

TELEGRAM.

30TH JANUARY. No. 67. Your telegram No. 41.† 'Iraq Army grant-in-aid. Detailed estimate of cost of Military Mission for the current year is being prepared but will not be available for a few days. The indications are that cost will be in close proximity to estimated figure of 8 lakhs of rupees. After taking into account sum of 75,000 rupees brought forward from last year the excess expenditure will practically equal that amount. I consider therefore that provision should be made for outstanding amount of 75,000 rupees to be added to grant-in-aid for the next year. I strongly recommend that grant for 1931 when it is fixed shall be subject to principle approved in your despatch of 17th November, 1930.‡ The Estimates for 1931 which accompanied my despatch of 14th November, 1930, Confidential,§ are now undergoing revision but their total is not likely to fall much below 8 lakhs. Assurance referred to is being withdrawn. Should prefer postpone further communication regarding basis of subsidy until promise can be given that excess will be paid next year.

C. 88074/31 [No. 2].

No 56.

COLONIAL OFFICE to TREASURY.

SIR, Downing Street, 6th February, 1931.
WITH reference to the letter from this Department of the 2nd of February,|| regarding the grant-in-aid to the 'Iraq Government to assist in the maintenance of the 'Iraq Army, I am directed by Lord Passfield to transmit to you, to be laid before the Lords Commissioners of the Treasury, the accompanying copy of a telegram¶ from the High Commissioner for 'Iraq on the subject.

2. Their Lordships were informed in the letter from this Office of the 30th of October,** that a sum of £60,000 was being included provisionally for this Service under Sub-head D.4 of the Colonial and Middle Eastern Services Vote for the year 1931. In the light of the information now furnished by Sir F. Humphrys, Lord Passfield considers that this figure should now be revised as follows:—

	£
Balance on account of expenditure for 1930 ...	say 5,625
Estimated cost of the Military Mission during the year ...	say 59,375
Total	£65,000

* No. 42 in Middle East No. 33. † No. 54. ‡ No. 39 in Middle East No. 33. § No. 53.
|| C. 78199/30 [No. 50]: not printed. ¶ No. 55. ** No. 52.

Subject to Their Lordships' concurrence, therefore, the sum of £65,000 is being included under Sub-head I.4 of the Colonial and Middle Eastern Services Vote for 1931 as a grant-in-aid to the 'Iraq Government, to assist in the maintenance of the 'Iraq Army, the whole sum to be paid over provided that the cadre of British Officers for service in the 'Iraq Army is maintained at full strength.

3. In this connexion I am to invite attention to Mr. Trickett's semi-official letter to Mr. Boyse, S. 33286/2 of the 13th of January.*

I am, &c.,

F. J. HOWARD.

C. 88074/31 [No. 8].

No. 57.

'IRAQ.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE

(Received 11.30 a.m., 5th March, 1931.)

TELEGRAM.

[Answered by No. 58.]

4TH MARCH. No. 124. Continuation of my telegram No. 67.† Revised estimate of cost of Military Mission for the current year is rupees 7,78,000 showing a saving of rupees 21,000. May I now inform 'Iraq Government that balance of rupees 54,000 due to them will be added to grant-in-aid to be paid next year, amount of which has not yet been fixed.

C. 88074/31 [No. 10].

No. 58

'IRAQ.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Sent 1.30 p.m., 21st March, 1931.)

TELEGRAM.

No. 120. WITH reference to your telegram of 5th March, No. 124,‡ Military Mission. After allowing for £5,625 lag from 1929, which was paid out of grant for 1930, sum available in 1930 for actual cost of mission is £54,375, of which £35,000 has already been issued, leaving balance of £19,375.

If cost of Mission is subsequently confirmed at Rs. 7,78,000 equivalent to £58,350, balance due to be paid in 1931 will be £3,975. Your reference to Rs. 54,000 and to addition to next year's grant is not understood.

Please confirm by telegram that payment of £19,375 may safely be made before 31st March, on basis of expenditure of Rs. 7,78,000.

Provision of £61,000 made in Estimates 1931 to meet (a) contribution at rate of Rs. 8 lakhs per annum, of which £55,000 is expected to be paid in 1931; and (b) balance up to £6,000 of actual cost in 1930. Only so much of £6,000 as may be required will be issued, see my telegram of 21st January, No. 26.§—PASSFIELD.

Sub-head I.5—Maintenance of 'Iraq Levies.

C. 78443/30 [No. 1].

No. 59.

COLONIAL OFFICE to AIR MINISTRY.

[Answered by Nos. 60 and 65.]

SIR,

Downing Street, 15th October, 1930.

I AM directed by Lord Passfield to refer to Treasury Circular No. F. 11904 of the 1st of October|| regarding the preparation of the Civil Estimates for the year ending

* C. 78199/33 [No. 46]: not printed. † No. 55. ‡ No. 57. § No. 42 in Middle East No. 33.
|| 191A (1931/32) Accounts [No. 1]: not printed.

31st March, 1932, and to request that the Air Council will be good enough to furnish, if possible by the 25th of October, an estimate of the amounts to be inserted in the Colonial and Middle Eastern Services Vote, 1931, in respect of (a) maintenance of the 'Iraq Levies; (b) 'Iraq Levies, disability compensation.

2. At the same time, Lord Passfield will be glad if an estimate can also be furnished of the amount which it is anticipated will be received in 1931 as an Appropriation-in-Aid in respect of sale of buildings, stores, equipment, fines, &c., in connexion with the 'Iraq Levy Forces.

I am, &c.,
J. E. W. FLOOD.

C. 78443/30 [No. 3].

No. 60.

AIR MINISTRY to COLONIAL OFFICE.

SIR, Air Ministry, London, W.C.2, 25th October, 1930.
WITH reference to your letter of the 15th instant,* I am commanded by the Air Council to request you to inform Lord Passfield that the Air Officer Commanding in 'Iraq has supplied an estimate of the cost of the 'Iraq Levies in 1931, and that, although the particulars furnished by him have not yet been examined completely in this Department, the Council consider that the following provision for the Levies should be made in the Vote for Colonial and Middle Eastern Services, 1931:—

Gross, £184,000.
Appropriations-in-Aid, £500.

A further communication will be addressed to you as soon as the details furnished by the Air Officer Commanding have been fully examined.

It is understood, from semi-official inquiry, that an estimate of the amount required for disability compensation will be prepared by your Department in consultation with the War Office.

I am, &c.,
H. McANALLY.

C. 78443/30 [No. 4].

No. 61.

COLONIAL OFFICE to TREASURY.

SIR, Downing Street, S.W.1, 29th October, 1930.
I AM directed by Lord Passfield to transmit to you, to be laid before the Lords Commissioners of the Treasury, the accompanying copy of a letter† which has been received from the Air Ministry regarding the provision necessary in the Estimate for Colonial and Middle Eastern Services, 1931, in respect of the maintenance of the 'Iraq Levies—Sub-head I.5.

2. I am to state that, pending the examination of the detailed Estimates of the cost of the Force submitted by the Air Officer Commanding in 'Iraq, the sum of £184,000 is being inserted provisionally under Sub-head I.5—Maintenance of 'Iraq Levies, and the sum of £500 under Sub-head M.—Appropriations-in-Aid in respect of the sale of Buildings, Stores, Equipment, &c., Fines, &c., in connection with Sub-head I.5. of the draft Estimate, 1931.

I am, &c.,
J. E. W. FLOOD.

* No. 59.

† No. 60.

C. 78443/30 [No. 6].

No. 62

MR. W. G. STEVENS (AIR MINISTRY)

to

MR. F. J. HOWARD (COLONIAL OFFICE).

Air Ministry, Adastral House,
Kingsway, W.C.2, 7th November, 1930.

DEAR HOWARD,

You will, no doubt, wish me to confirm our recent telephone conversations about the 'Iraq expenditure 1930 and estimate 1931.

In September the Air Officer Commanding told us he would save £6,500 on the Levies in 1930 owing mainly to reduction in ration costs. A few days ago Donald, the late auditor in 'Iraq, called in to see me, and said that owing to a re-arming policy there would be an overspending of about £4,000. I at once sent a signal to Air Officer Commanding asking him to explain matters and he replied confirming what Donald had said and the information was amplified by the receipt at the beginning of this week from the auditor of a forecast showing a probable excess of £4,500. I have put the matter forward to higher authority for a ruling as to what is to be done, as obviously I can't issue orders to reverse the re-arming policy, and the Air Officer Commanding may be able to suggest some other means of keeping within his figure.

I expect, however, we shall have to tell him that he must cut his re-arming and keep within the estimate, but in that event the re-arming will have to be completed next year—it is a job which has to be done because the old rifles are nowhere near our standard of serviceability. It means, therefore, that we shall probably want another £4,500 in 1931 for this service and I have since learnt that it is considered that the provision for gratuities is insufficient by £1,600.

These are the reasons which led me to ask you to put up our provisional estimate for 1931 from £184,000 to £190,000 as we cannot get the money in the supplementary.

Yours, &c.,
W. G. STEVENS.

C. 78443/30 [No. 7].

No. 63.

COLONIAL OFFICE to TREASURY.

SIR, Downing Street, S.W.1, 13th November, 1930.

I AM directed by Lord Passfield to refer to the letter from this Office of the 29th of October,* on the subject of the provision necessary in the Colonial and Middle Eastern Services Vote of 1931 in respect of Sub-head I.5—Maintenance of 'Iraq Levies, and to transmit to you, to be laid before the Lords Commissioners of the Treasury, the accompanying copy of a letter from the Air Ministry dated 7th November,† from which it will be observed that an additional amount of £4,500 will probably be required in respect of the re-arming of the Levies and £1,600 in respect of provision for gratuities.

2. Lord Passfield would be glad, therefore, if Their Lordships would be good enough to increase the sum of £184,000 provisionally inserted under Sub-head I.5 of the Colonial and Middle Eastern Services Estimate for 1931, to £190,000, pending the examination of the detailed Estimates of the Force.

I am, &c.,
J. E. W. FLOOD.

C. 88037/31 [No. 5].

No. 64.

AIR MINISTRY to COLONIAL OFFICE.

[Answered by No. 66.]

(Secret.)

SIR, Air Ministry, London, W.C.2, 19th January, 1931.

I AM commanded by the Air Council to acquaint you for the information of the Secretary of State for the Colonies that they have received from the Air Officer Commanding, 'Iraq, a report indicating that in accordance with Article 4 of the Annexure to the Anglo-'Iraq Treaty signed on the 30th June, 1930, he anticipates

*No. 61.

† No. 62.

that he will be required to relieve the 'Iraq Army of the duty which they have hitherto undertaken of providing a guard for the Royal Air Force Station at Mosul until the station is vacated by the British forces.

He proposes accordingly that the duty of providing such a guard shall be undertaken by a company of the force of special guards to be constituted under the Treaty and as he is desirous of taking such preliminary measures as are possible in order to avoid too great a disorganization when the new force is formed, he considers it desirable that guard duties at Mosul should be undertaken during 1931 with a company of the 'Iraq Levies, and that approximately £2,500 should be spent on the adaptation of existing surplus buildings in order to provide the accommodation required.

In response to an enquiry why he considered it necessary to station a whole company at Mosul the Air Officer commanding states:—

"The maintenance of a guard of twelve men on duty I consider necessitates a detachment with a strength of approximately sixty, in order that the men have a reasonable number of nights in bed between guard duties, that fatigues may be performed, and that a small surplus may be available for casualties and leave. Further, I am of opinion that it is necessary to maintain a company at Mosul so that if civil disturbances directed against the British occur in the town, the defences of the aerodrome and cantonment may be adequately manned. It would be some time before reinforcements could be despatched from Headquarters and it is essential that, should attacks be directed against the aerodrome, a certain measure of defence should be available."

In these circumstances the Council propose, subject to Lord Passfield's concurrence, to authorize the expenditure involved as a charge to Levy Estimates for 1931.

The total cost of the 'Iraq Levies for the financial year 1931 was estimated at £184,000 gross less £500 (Appropriations-in-Aid). The gross total was subsequently revised semi-officially to £190,000, but the latest available information indicates that the £2,500 required for the works at Mosul can be met without excess from the revised gross total of £190,000.

I am, &c.,
J. S. ROSS.

C. 88037/31 [No. 7].

No. 65.

AIR MINISTRY to COLONIAL OFFICE.

SIR, Air Ministry, London, W.C.2, 30th January, 1931.
WITH further reference to your letter of the 15th October last,* I am commanded by the Air Council to request you to acquaint the Secretary of State for the Colonies that the revised estimates for the 'Iraq Levies for 1931 are:—

	£
Gross	189,000
Appropriations-in-Aid	500

The Council, however, desire me to state that they are in consultation with the Air Officer Commanding, 'Iraq, with a view to the introduction of certain changes in the organization of the Levy Forces by which they hope to be able to effect a reduction of between £10,000 and £15,000 a year. As, however, at the moment they are unable to say precisely the extent to which the proposed changes are possible no allowance has been made in the estimates for the economy asked for.

The increase on the provisional gross estimate of £184,000 is mainly due to two reasons; first to the fact that most of the Levies' rifles have become unserviceable and require replacement. About 800 new rifles have been issued during the current year and a further number of between 200 and 300 will require to be issued in 1931. It was hoped, when the provisional estimate was prepared, that funds might be made available to complete the necessary re-arming during the current year but that has not been found possible.

The other main cause of the increase is that a sum of £2,500 will be required in connexion with the adaptation and provision of quarters at Mosul for a company of the Levies who will carry out the duties of a protective guard. These quarters will, in any event, be required when the new force of aerodrome guards is formed in accord-

* No. 59.

ance with Clause 4 of the annexure to the Treaty of Alliance with 'Iraq (Cd. 3627) (see Air Ministry letter of the 19th instant, No. S. 29468/S. 6).*

Another building item now in progress costing more than £2,500 is the erection of huts at Diana. It was originally estimated that these would cost £1,900, the estimate being based on the assumption that the work would be carried out by Levy personnel. It has, however, not been possible to employ the Levies in this way and labour has necessarily been engaged the estimate of the cost being thereby raised to £3,200 of which approximately £2,000 will be spent in the current year and £1,200 in the year 1931.

I am, &c.,
J. A. WEBSTER.

C. 88037/31 [No. 6].

No. 66

COLONIAL OFFICE to AIR MINISTRY.

SIR, Downing Street, S.W.1, 31st January, 1931.

I AM directed by Lord Passfield to acknowledge the receipt of your letter of the 19th of January* regarding a proposal that guard duties at the Royal Air Force Station at Mosul should be undertaken with a company of the 'Iraq Levies, and to request you to inform the Air Council that in the circumstances and having regard to Article 4 of the Annexure to the Anglo-'Iraq Treaty signed on 30th June, 1930, he agrees to provision being made in the Levy Estimates for the next financial year for the sum of £2,500 in respect of the adaptation of existing surplus buildings in order to provide the accommodation required.

I am, &c.,
J. E. W. FLOOD.

C. 88037/31 [No. 8].

No. 67.

COLONIAL OFFICE to TREASURY.

[Answered by No. 68.]

SIR, Downing Street, S.W.1, 16th February, 1931.

WITH reference to the letter from this Department of the 13th of November,† I am directed by Lord Passfield to transmit to you to be laid before the Lords Commissioners of the Treasury, the accompanying copy of a letter from the Air Ministry‡ regarding the maintenance of the 'Iraq Levies, and to request that Their Lordships may be pleased to approve the inclusion of the sum of £189,000 under Sub-head I.5 of the Colonial and Middle Eastern Services Vote for 1931 for the service, in place of the sum of £190,000 previously included.

3. As regards the sum of £500—Appropriations-in-Aid—I am to invite attention to the letter from the Colonial Office of the 29th of October.§

I am, &c.,
J. E. W. FLOOD.

C. 88037/31 [No. 13].

No. 68.

TREASURY to COLONIAL OFFICE.

(S. 17977/09.)

SIR, Treasury Chambers, 10th March, 1931.

I HAVE laid before the Lords Commissioners of His Majesty's Treasury Mr. Flood's letter of the 16th February, 1931,|| on the subject of the provision to be made in the Colonial and Middle Eastern Services Estimate, 1931, for the maintenance of the 'Iraq Levies.

In reply My Lords direct me to request you to inform the Secretary of State that They have caused the sum of £189,000 for this service to be included under the appropriate Sub-head of the Estimate to be presented to Parliament. The sum of £500 has also been included under the Appropriations-in-Aid Sub-head in respect of the sale of Buildings, Stores, Equipment, &c., Fines, &c., in connexion with the same Sub-head.

I am, &c.,
R. V. NIND HOPKINS.

* No. 64.

† No. 63.

‡ No. 65.

§ No. 61.

|| No. 67

Sub-head I.6—Iraq Levies, Disability Compensation, &c.

C. 78443/30 [No. 2].

No. 69.

COLONIAL OFFICE to TREASURY.

[Answered by No. 70.]

Sir,

Downing Street, 23rd October, 1930.

I AM directed by Lord Passfield to refer to the correspondence ending with Mr. Upcott's letter of 2nd November, 1929, No. S. 23929,* regarding the provision of the sum of £500 in the Estimate of the Vote for Colonial and Middle Eastern Services, 1930, to meet disability compensation and retired pay to British officers and other ranks lately serving with the 'Iraq Levies, and to transmit to you herewith, to be laid before the Lords Commissioners of the Treasury, an estimate prepared in the Colonial Office of the amount likely to be required on this account during the financial year 1931-32.

2. In the cases of Lieutenant-Colonel Minet and Sergeant C. Wyse, authorities for the present awards expire during the next financial year, while the award to Captain Tyrwhitt Drake expires during the present financial year but, in view of the nature of the disabilities of these officers, the Secretary of State considers that provision should be made in 1931-32 on the assumption that the awards will in due course be extended for a further period at the existing rates. Lord Passfield is also of the opinion that, as hitherto, a small provision is necessary for contingencies, to meet any further cases which may arise during the year.

3. I am accordingly to request that Their Lordships may be moved to approve the estimate at a total of £500 and to say that this amount is being inserted under Sub-head I.6.—'Iraq Levies, Disability Compensation, &c., of the draft Estimate of the Vote for Colonial and Middle Eastern Services, 1931.

I am, &c.,
J. E. W. FLOOD.

Enclosure in No. 69.

ESTIMATE OF AMOUNT REQUIRED TO MEET DISABILITY COMPENSATION AND RETIRED PAY TO BRITISH OFFICERS AND OTHER RANKS LATELY SERVING WITH THE 'IRAQ LEVIES.

	Estimate, 1931.			Estimate, 1930.			Remarks.
	£	s.	d.	£	s.	d.	
Retired pay of Lieut.-Colonel E. C. T. Minet, D.S.O., M.C.	75	0	0	75	0	0	See Treasury letter S.23929 of 15th July, 1930,† sanctioning extension of award to 28th June, 1931
Sergeant C. Wyse, pension at the rate of 16s. 3d. a week	43	0	0	43	0	0	See Treasury letter S.21718 of 4th November, 1929,† sanctioning continuance of award to 27th October, 1931
Compassionate allowance to widow and child of the late Lieut. J. E. Griffith .. { £90 £24							
Education allowance for child .. £35	149	0	0	149	0	0	Colonial Office letter 9th November, 1925§
Disability addition to retired pay of Capt. T. Tyrwhitt Drake, M.C.	100	0	0	100	0	0	Sanctioned to 17th January, 1931, Colonial Office letter of 25th February, 1929||
Contingencies	133	0	0	133	0	0	
	£500	0	0	£500	0	0	

Colonial Office,
23rd October, 1930.

* C. 68517/29 [No. 6] : not printed. † P.F. 16097 [No. 52] : not printed.

† C. 68531/29 [No. 3] : not printed. § P.F. 19648 [under No. 24] : not printed.

|| P.F. 15271 [No. 77] : not printed

C. 78443/30 [No. 5].

No. 70.

TREASURY to COLONIAL OFFICE.

(S. 23929.).

Sir,

Treasury Chambers, 3rd November, 1930:

In reply to Mr. Flood's letter of the 23rd October, 1930,* I am directed by the Lords Commissioners of His Majesty's Treasury to request you to inform Lord Passfield that They sanction the proposal to insert a sum of £500 in the draft estimate of the Vote for Colonial and Middle Eastern Services for the financial year 1931, to meet disability compensation and retired pay to British officers and men lately serving with the 'Iraq Levies.

I am, &c.,
R. V. NIND HOPKINS.

Acquisition of Land adjoining the Residency, 'Iraq (correspondence relating to the Supplementary Vote for 1930).

C. 78117/30 [No. 88].

No. 71.

'IRAQ

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Sent 1.15 p.m., 28th October, 1930.)

TELEGRAM.

(Paraphrase.)

No. 414. REFERENCE your despatch of the 23rd July, Secret B,† regarding the acquisition of the Arab village. After consulting the Treasury I approve the proposal to spend an amount not exceeding £21,700 on the acquisition of the complete area marked A, B, C, and D, on plan provided that this sum includes (a) a clear freehold registered title, (b) the cost of the demolition and clearing of the site and vacant possession. It is understood that there will rest on His Majesty's Government no responsibility whatever for rehousing the ejected population. The Municipality of Baghdad will presumably carry out the demolition and clearance work. In order that the necessary amount may be included in the Supplementary Estimate which is to be presented to House of Commons in December, I shall be glad if you will telegraph at once what portion of the total cost of £21,700 will be expended (a) by 31st December, and (b) by 31st March, 1931 —PASSFIELD.

C. 78117/30 [No. 84].

No. 72.

TREASURY to COLONIAL OFFICE.

[Answered by No. 77.]

(S. 12591/2.)

Sir,

Treasury Chambers, 29th October, 1930.

I HAVE laid before the Lords Commissioners of His Majesty's Treasury Mr. Williams's letter of the 2nd August, 1930,† and subsequent correspondence relative to the environment of the Residency at Baghdad; and I am directed to request you to convey to the Secretary of State for the Colonies the following reply.

An Arab village is situated immediately north-west of the Residency, dominating the grounds and buildings. The existence of this village is considered to be a menace to the health and safety of the inhabitants of the Residency. It also imposes limitations on the accommodation available for the staff of the High Commissioner, with the result that it is necessary to rent houses for the Counsellor and one Secretary at a considerable distance from the Residency. My Lords understand, moreover, that if the site of the village could be acquired, the sanitation and amenities of the Residency could be greatly improved, and it would be possible to build on a portion of the site houses for the two officials above referred to. This would result in a considerable financial saving, and would facilitate the protection of the staff in the event of commotions occurring in the city.

* No. 69.

† C. 78117/30 [No. 48] : not printed.

‡ C. 78117/30 [No. 43] : not printed.

In these circumstances it is proposed that with the co-operation of the 'Iraq Government the land on which the village is situated be expropriated and acquired by His Majesty's Government by purchase at an estimated cost of £21,700. It appears that the cost of land in the city of Baghdad is rapidly rising, and that unless advantage is taken forthwith of the offer now presented, His Majesty's Government would lose an opportunity, which it is most unlikely would recur, of acquiring the land on very favourable terms.

After careful consideration My Lords agree to this proposal; and They sanction payment of a sum not exceeding £21,700 for the acquisition of the freehold title of the land marked A, B, C, and D on the Plan enclosed in the letter under reply, His Majesty's Government to receive vacant possession of the land, cleared of all buildings, &c., and levelled. Before completion of the purchase and payment of the price, satisfactory assurances should be obtained that the Baghdad Municipality will make all arrangements for rehousing the ejected tenants of the buildings, and that no liability in this respect, for disturbance or otherwise will fall on His Majesty's Government.

It will be necessary to make provision for this expenditure in a Supplementary Estimate, on which subject My Lords are causing a separate letter to be addressed to you. In view, however, of the desirability of the immediate conclusion of arrangements for acquisition They sanction payment from the existing provision under the Colonial and Middle Eastern Services Vote, such payment to be charged to a new sub-head to be opened thereunder.

I am, &c.,
R. V. NIND HOPKINS.

C. 78117/30 [No. 85].

No. 73.
'IRAQ.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Sent 7 p.m., 5th November, 1930.)

TELEGRAM.

[Answered by No. 74.]

No. 425. My telegram No. 414 of 28th October.* Acquisition of Arab village to which no reply has yet been received. Please say when you contemplate that the building of houses for Counsellor and one Secretary should be commenced. I presume that no sum has been included therefor in your figure of £49,125 as High Commission cost in 1931 in your telegram 494 of 24th October.† Date of commencement of building will affect question referred to in your telegram No. 511 of 31st October,‡ since if building is delayed Young would take Loch's house for two years instead of one, and possibly Auqaf would in that event be willing to carry out further improvements.—PASSFIELD.

C. 78117/30 [No. 88].

No. 74.
'IRAQ.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 6.5 p.m., 10th November, 1930.)

TELEGRAM.

[Answered by No. 75.]

No. 535. 10TH NOVEMBER. Your telegram No. 425.§ Site of slums should be cleared and ready to be built upon by 31st March next. Plans of houses for Counsellors and Secretary are being prepared, and I recommend that building be started in April as soon as money can be made available. No provision has been made in my 1931 Estimates for expenditure on this.

Agreement having now been reached on all points with Auqaf Department for one year lease of Young's new house, it would only delay matters to re-open negotiations on basis of a two years' lease. I consider that present arrangements should stand until it is evident that house will be required for a further period, when negotiations for an additional improvement can be opened.

* No. 71. † C. 78442/30 [No. 2]: not printed. ‡ C. 78078/30 [No. 26]: not printed. § No. 73.

C. 78117/30 [No. 90].

No. 75.

'IRAQ.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Sent 1.30 p.m., 18th November, 1930.)

TELEGRAM.

[Answered by No. 76.]

No. 438. Your telegram 535 of 10th November, 1930.* Telegraph cost of your proposals for houses for Counsellor and Secretary so that matter can be discussed with Treasury before Estimates for next year are closed. Estimate of savings thereby effected should be given also.—PASSFIELD.

C. 78117/30 [No. 92].

No. 76.

'IRAQ.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 11.35 a.m., 24th November, 1930.)

TELEGRAM.

No. 570. 23RD NOVEMBER. Your telegram No. 438.† Housing Estimates and Plans are still under preparation, but cost including overhead charges should not exceed £10,000 as an outside figure. When houses are available for occupation two hired houses which now cost High Commission Fund 15,500 rupees annually in rental will be given up.

C. 78117/30 [No. 94].

No. 77.

COLONIAL OFFICE to TREASURY.

[Answered by No. 29.]

SIR,

Downing Street, 23rd December, 1930.
I AM directed by Lord Passfield to refer to your letter No. S/12591/2 received in this Office on the 30th of October,‡ in which the Lords Commissioners of the Treasury approved the purchase of an area near the Residency at Baghdad, and to transmit to you, to be laid before Their Lordships, the accompanying copies of telegraphic correspondence.§

It will be observed that it is expected that the site will be cleared and ready for building to commence by the 1st of April next, but that no provision has been made in the High Commissioner's Estimates for 1931-32 for expenditure on the construction of the proposed houses for the Counsellor and the Secretary to the High Commissioner. The cost of these houses is estimated at approximately £10,000, against which, on completion of the buildings, estimated savings on rental of £1,162 per annum are expected to accrue.

2. In Lord Passfield's opinion it is advisable to begin the construction of the two houses as early as possible, and he would suggest, for Their Lordships' favourable consideration that, pending examination of details of the scheme, the sum of £10,000 should be added to the provisional figure of £45,700 included under Sub-head I.3 of the Colonial and Middle Eastern Services Vote, 1931, thereby increasing the provision to which Their Lordships have agreed provisionally in Their letter No. E.7586/6 of the 14th of November,|| to a total of £55,700.

I am, &c.,
J. E. W. FLOOD.

* No. 74. † No. 75. ‡ No. 72. § Nos. 71, 73, 74, 75, and 76. || C. 78442/30 [No. 5]: not printed.

PALESTINE AND TRANS-JORDAN.

Sub-head J.1.—Defence.

C. 77296/30 [No. 6].

No 78.

PALESTINE.

THE SECRETARY OF STATE to THE OFFICER ADMINISTERING
THE GOVERNMENT.

[Answered by No. 79.]

(Secret.)

SIR, Downing Street, 18th July, 1930.

I HAVE the honour to refer to Sir J. Chancellor's despatch Secret A. of the 22nd of February,* and to inform you that I have now considered the question of revising the existing arrangements for the allocation as between British and Palestine funds of the cost of the Trans-Jordan Frontier Force and of the Royal Air Force stationed in Palestine and Trans-Jordan. In this connexion the question has also arisen of the liability of the Palestine Government in respect of the extra cost of the military forces which now form part of the garrison of Palestine over and above their cost at their previous station.

2. The proposals which Sir J. Chancellor put forward were briefly as follows:—

- (a) that the Palestine Government should bear two-fifths of the recurrent cost of the Trans-Jordan Frontier Force instead of five-sixths as at present, the proportion of His Majesty's Government's contribution being increased from one-sixth to three-fifths;
- (b) that Palestine should bear the cost of capital works for the Trans-Jordan Frontier Force in Palestine;
- (c) that the Palestine Government's liability in respect of the Royal Air Force stationed in Palestine and Trans-Jordan should be limited to the extra cost of the Royal Air Force and Armoured Car units actually stationed in Palestine.

It is assumed that, under Sir J. Chancellor's proposals, the Palestine Government would continue to bear the cost of local services rendered to the military forces, *e.g.*, billeting, water, electric light, engineer, postal, and telephone services, transport, &c., to which reference is made in your telegram No. 14 of the 10th of January.†

3. As you are aware, it has been laid down that the Palestine Government should, in principle, be liable for a contribution towards the cost of British Forces stationed in Palestine and Trans-Jordan representing the extra cost of such forces over and above their cost at the station from which they proceeded to Palestine. In accordance with their principle, Palestine is liable for the extra cost of the military forces stationed in Palestine as well as of the Royal Air Force units stationed in Palestine and Trans-Jordan. I am in agreement with Sir J. Chancellor's view as to the necessity for reconsidering the present arrangements for allocating the cost of the Trans-Jordan Frontier Force, and of the British Forces maintained in those countries, and I am disposed to consider that a revision of the arrangements in favour of Palestine is called for on grounds of equity apart from any question of the financial ability of the Palestine Government to continue to contribute towards the cost on the present basis. The presence of two battalions of Infantry in Palestine reduces the importance of the Trans-Jordan Frontier Force as a factor in the internal defence of the country, and it may reasonably be argued that a reduction should be made in the amount of Palestine's contribution towards the cost of the Force on this ground. The whole question has been discussed with representatives of the Departments concerned, and, in the course of the discussion, the following proposals for apportioning the cost of the Trans-Jordan Frontier Force, and of the British Forces stationed in Palestine and Trans-Jordan in the future, were tentatively formulated.

* No. 78 in Middle East No. 33.

† C. 77029/30 [No. 1]: not printed.

4. It was proposed that, in view of the presence of the military forces in Palestine, the liability of the Palestine Government in respect of the Trans-Jordan Frontier Force (excluding expenditure on Capital Works) should be reduced from five-sixths of the recurrent cost of one-quarter of that amount, the proportion to be borne by His Majesty's Government being increased accordingly. Palestine would, in addition, be liable for a contribution towards the cost of the military forces stationed in Palestine representing the excess cost of such troops over and above their cost at their last station and including the cost of local services such as those referred to in your telegram No. 14 of the 10th of January. As regards the Royal Air Force units stationed in Palestine and Trans-Jordan, it was pointed out that Sir J. Chancellor's proposal to apportion the extra cost according to the country in which the units were stationed was neither equitable, since all the units were available for service in Palestine and Trans-Jordan, irrespective of the country in which they were stationed, nor practicable, since mobile units such as aircraft and armoured cars might be moved freely from one country to the other in the course of the year, according to the needs of the moment. It was proposed that the excess cost of these units should be apportioned as between British and Palestine funds roughly according to the extent to which the units were required for each country, and that, in accordance with this proposal, the excess cost should be divided equally between Palestine and His Majesty's Government. Capital expenditure in the case of both the Trans-Jordan Frontier Force and the British Forces would be charged to the Palestine Government and His Majesty's Government according to whether the Works were in Palestine or Trans-Jordan. The foregoing arrangement would be subject to revision in the event of the military forces being reduced or withdrawn.

5. I enclose a table showing the apportionment of the estimated expenditure on the Trans-Jordan Frontier Force and the excess cost of the British Forces in 1931 (1) in accordance with the existing arrangements, (2) in accordance with the proposals made in Sir J. Chancellor's despatch Secret A. of the 22nd of February, and (3) in accordance with the proposals outlined in the foregoing paragraph. The figures given in this table are, of course, rough estimates only. It will be seen that the liability of the Palestine Government in 1931 under proposal (3) is some £P.73,500 less than the amount of the contribution payable if calculated in accordance with the existing arrangements, and is only some £P.20,000 more than the amount payable under the proposals put forward in your despatch, if the assumption at the end of paragraph 2 of His despatch is correct.

6. Consideration of this question has not yet proceeded beyond the provisional stage, but I am hopeful that I shall be able to induce the Lords Commissioners of the Treasury to agree to the proposals outlined in paragraph 4 above. If you regard those proposals as generally acceptable, I will at once approach Their Lordships in the matter accordingly. As will be seen, the effect of the proposals in 1931 is to throw an additional burden of some £P.73,500 on the British Exchequer, over and above the cost to His Majesty's Government under the existing arrangements. I consider that these proposals are as favourable to Palestine as can reasonably be anticipated in all the circumstances.

7. If the proposed arrangements are agreed to by you and by the Lords Commissioners of the Treasury, I would suggest that they should be brought into force with retrospective effect from the 1st April, 1930. This would involve a total contribution from Palestine towards the cost of defence in the current year of approximately £P.233,000 made up as follows:—

	£P.
Trans-Jordan Frontier Force (one-quarter of the cost), say ...	50,000
Extra cost of British battalions (including £P.30,000 Extra-ordinary Expenditure of a non-recurrent nature, and £P.50,000 in respect of cost of services rendered by Palestine Government)	130,000
Extra cost of Royal Air Force	21,000
Capital expenditure in Palestine	32,000
	£P.233,000

In accordance with the present arrangements and assuming that the normal cost of the Trans-Jordan Frontier Force, on a five-company basis is approximately £200,000, it would be necessary to provide in the Estimate for 1930 some £P.166,500 in respect

of contribution towards the cost of the Trans-Jordan Frontier Force and £P.32,000 in respect of contribution towards the cost of defence, making a total of £P.198,500. I should be prepared if you so desired, to approach Their Lordships with a view to obtaining some relief for Palestine in respect of the additional cost involved in 1930, over and above the sum of £P.198,500, by the introduction of the new arrangement with effect from the 1st April, 1930. Such relief might take the form of a special grant for the current year equal to one-half the excess cost of defence over the figure of £P.198,500 up to a maximum of £20,000.

I have, &c.,
PASSFIELD.

Enclosure in No. 78.

TABLE.

	EXISTING ARRANGEMENTS.		HIGH COMMISSIONERS' PROPOSALS.		PROPOSALS IN PARAGRAPH 4 OF SECRETARY OF STATE'S DESPATCH.	
	Palestine.	His Majesty's Government.	Palestine.	His Majesty's Government.	Palestine.	His Majesty's Government.
	£P.	£P. (one-sixth)	£P. (two-fifths)	£P. (three-fifths)	£P. (one-quarter)	£P. (three-quarters)
Trans-Jordan Frontier Force (estimated total £P.200,000).	166,500	33,500	80,000	120,000	50,000	150,000
Extra cost of British Battalions.	*50,000	50,000	*50,000	50,000	†100,000	Nil
Extra cost of Royal Air Force (recurrent).	28,000	†14,000	21,000	21,000	21,000	21,000
Capital Expenditure in Palestine.	3,000	Nil	3,000	Nil	3,000	Nil
Capital expenditure in Trans-Jordan.	Nil	12,500	Nil	12,500	Nil	12,500
	£P.247,500	£P.110,000	£P.154,000	£P.203,500	£P.174,000	£P.183,500

* Estimated cost of services rendered locally by Palestine Government to which reference is made in High Commissioner's telegram No. 14 of 10th of January.

† Includes £50,000 in respect of *.

‡ Extra cost of additional Royal Air Force Units sent to Palestine in consequence of disturbances.

C. 77296/30 [No. 12].

No. 79.

PALESTINE.

THE OFFICER ADMINISTERING THE GOVERNMENT to THE SECRETARY OF STATE.

(Received 30th September, 1930.)

(Secret.)

Office of the High Commissioner,

Jerusalem, 20th September, 1930.

MY LORD,

I HAVE the honour to refer to Your Lordship's despatch Secret of the 18th of July,* on the subject of revising the existing arrangements for the allocation as between British and Palestine funds of the cost of Trans-Jordan Frontier Force and of the Royal Air Force stationed in Palestine and Trans-Jordan and also in regard to the question of liability of the Palestine Government in respect of the extra cost of the military forces which now form part of the garrison of Palestine over and above the cost at their previous station.

* No. 78.

2. In regard to the Trans-Jordan Frontier Force, I note that Your Lordship is disposed to consider that a revision of the arrangements in favour of Palestine is called for on grounds of equity apart from any question of the financial ability of the Palestine Government to contribute towards the cost on the present basis. I regret, however, that I do not share the views of the representatives of the Departments concerned that the presence of two battalions of Infantry in Palestine reduces the importance of the Trans-Jordan Frontier Force as a factor in the internal defence of the country, and that the proposed reduction, based on these grounds, should be subject to revision on the reduction of the battalions now serving in Palestine.

3. Your Lordship will appreciate that the grounds for revision submitted by the High Commissioner are based on entirely different considerations—namely, the relative services rendered to Palestine and Trans-Jordan. It is my submission that it cannot reasonably be held that the presence of the two battalions in Palestine renders the Trans-Jordan Frontier Force either more or less useful in the internal defence of Palestine. The disposition and the duties of the Trans-Jordan Frontier Force are in no way affected by the presence of Imperial Troops in Palestine. The British Section of the Palestine Police has been largely augmented to maintain public order, without withdrawing from their normal function the Trans-Jordan Frontier Force; and the two battalions of Infantry, which are concentrated at Jerusalem, Jaffa, and Haifa, serve as reserves to be called upon only in exceptional circumstances.

4. It may appear equitable that Palestine should be liable for a contribution towards the cost of the military forces stationed in Palestine representing the excess cost of such troops over and above their cost at their last station; but in view of the precarious finances of Palestine and its unduly heavy obligations and commitments, I find it impossible in present circumstances to give any undertaking in advance to do so. The amount of contribution must depend on the financial ability of Palestine to pay; and I would suggest for Your Lordship's consideration that the question of contribution be determined annually in connexion with the Estimates or on the submission of the Annual Accounts.

5. The heavy burden cast upon Palestine for the maintenance of public order is due to exceptional circumstances which are well known to Your Lordship, and the inability of Palestine to meet all such expenditure in full and yet to maintain services satisfactory to the trust imposed on the Mandatory should be fully appreciated.

6. The surplus balance at the 31st December last was £P.773,070; and in the light of the approximate revenue and expenditure up to the end of August last, as shown in the latest monthly return of approximate Revenue and Expenditure, it is not unlikely that the surplus balance at the end of the current year will have been reduced to £P.760,000 approximately. I attach a summary giving a forecast (Appendix B)* of the financial position. It will be observed that the grant-in-aid of the cost of Trans-Jordan Frontier Force has been assessed on the proposed basis of three-fourths as from the 1st April last, and that the Palestine contribution towards the additional cost of the Royal Air Force is that approved.

7. The estimated surplus balance of £P.760,000 is, however, earmarked to the extent of £P.388,000 as under:—

	£P
Contribution to Railway Renewals Fund for 1929 and 1930	100,000
Compensation to the Régie des Tabacs (approximately)	52,000
Jerusalem Municipality	34,833
Ottoman Public Debt	76,430
Agricultural Loans	25,000
Revotes for Works Extraordinary required in 1931	100,000
	£P.388,263

leaving a balance of £P.372,000.

It must also be borne in mind that there are many essential works which may have to be carried out from the surplus balances, and it is necessary also to retain a balance against any possible failure of revenue and to provide for a working balance.

8. In view of the foregoing, I am unable to recommend that Palestine should contribute a larger sum than £P.88,750 in respect of direct and indirect charges on account of Defence Services for the current financial year, as shown in the third column of the enclosed table (Appendix B). This will in effect reduce the estimated surplus of £P.760,000 referred to in paragraph 6 by £P.50,000.

* Not printed here.

9. In accordance with the existing arrangements the contribution of Palestine towards the cost of the Trans-Jordan Frontier Force and Defence in 1930 would have been £P.263,776, as shown in the first column of the enclosed table (Appendix B) in respect of which the High Commissioner in his despatch Secret of the 22nd February* requested relief. The proposals in paragraph 7 of Your Lordship's despatch Secret of the 18th July, 1930,† would have necessitated a contribution by the Palestine Government of £P.268,842, as shown in the second column of the table. The proposals now made by me will involve the Palestine Government in 1930 in a total contribution of £P.211,217, as shown in the third column of the table.

10. I also enclose a table (Appendix C)‡ showing the gross amount payable by and to His Majesty's Government on the basis of the proposals now made by me and the payments already effected on account, leaving a net amount of approximately £P.139,000, to be provided by His Majesty's Government.

I have, &c.,
S. S. DAVIS,
Officer Administering the Government.

C. 77403/1/30 [No. 1].

No. 80.

COLONIAL OFFICE to AIR MINISTRY.

[Answered by Nos. 81 and 86.]

SIR, Downing Street, 15th October, 1930.
I AM directed by Lord Passfield to refer to Treasury Circular No. 11904 of the 1st of October, regarding the preparation of the Civil Estimates for the year ending 31st of March, 1932, and to ask that the Air Council will be good enough to furnish an estimate of the amounts to be inserted in the draft Estimate of the Vote for the Colonial and Middle Eastern Services, 1931, in respect of the excess cost of the British Forces stationed in Palestine and Trans-Jordan over the cost of such Forces stationed in Great Britain.

2. As the Lords Commissioners of the Treasury require a provisional estimate of the Vote for Colonial and Middle Eastern Services to be rendered by the 1st November, I am to ask that the information required may be furnished, if possible, by the 25th of October.

3. A separate letter is being addressed to you in regard to the estimate of the excess cost of the British Forces stationed in 'Iraq.

I am, &c.,
O. G. R. WILLIAMS.

C. 77403/1/30 [No. 2].

No. 81.

AIR MINISTRY to COLONIAL OFFICE.

SIR, Air Ministry, London, W.C.2, 29th October, 1930.
WITH reference to your letter of the 15th instant,§ I am commanded by the Air Council to state, for the information of Lord Passfield, that the estimate of the amount to be inserted in the draft Vote for Colonial and Middle Eastern Services, 1931, in respect of the extra cost to Air Votes of the Royal Air Force units stationed in Palestine and Trans-Jordan is £69,000, including £12,500 and £20,500 for the two countries respectively on account of capital works and land purchase. This estimate includes a sum of £3,000 for the purchase of land at Amman, as it is now anticipated that owing to local delays it will not be possible to complete purchase during the current financial year.

Further, the amount stated does not include any provision on account of works services for the accommodation of Army troops in Palestine, for which a sum of £40,000 may be required during the financial year 1931.

I am, &c.,
H. McANALLY.

* No. 10 in Middle East No. 41. † No. 78. ‡ Not printed here. § No. 80.

C. 77403/1/30 [No. 3].

No. 82.

COLONIAL OFFICE to TREASURY.

SIR, Downing Street, 3rd November, 1930.
I AM directed by Lord Passfield to transmit to you, to be laid before the Lords Commissioners of the Treasury, the accompanying copy of a letter of the 15th of October,* addressed to the Secretary, Air Ministry, on the subject of the Estimate for the Colonial and Middle Eastern Services Vote, 1931, in respect of the excess cost of the British Forces stationed in Palestine and Trans-Jordan over the cost of such Forces if stationed in Great Britain, together with a copy of the Air Ministry's reply of the 29th of October,† from which it will be seen that the Estimate is as follows:—

	£
Recurrent excess cost of Royal Air Force	36,000
Capital works in Palestine	12,500
Capital works in Trans-Jordan... ..	20,500
Total	£69,000

2. The contribution from Palestine revenues towards the cost of the above on the basis of the proposals which are at present under consideration, i.e., that Palestine should bear a moiety of the recurrent excess cost and the whole of the expenditure on capital works in Palestine would be as follows:—

	£
Half recurrent excess cost on Royal Air Force	18,000
Capital works in Palestine	12,500
Total	£30,500

3. In addition, the Air Ministry will undertake capital works services for the Military Forces to an estimated total of £41,000, which sum is made up as follows:—

	£
Balance of cost of permanent accommodation for two Battalions	35,000
Balance of cost of accommodation for Royal Army Service Corps Unit (if approved)	5,900
Total ... say	£41,000

4. This amount has been included on the assumption that, in 1930, the amount of £30,000 will be expended on the provision of permanent accommodation for two Battalions and £5,000 for accommodation for the Royal Army Service Corps Unit.

5. The War Office estimates have not yet been completed, but as a purely provisional figure, the sum of £55,000 has been suggested as the estimated excess cost of the two Battalions in 1931-32.

6. In addition to the above the annual excess cost of a Royal Army Service Corps Unit is estimated at £4,000 to £5,000. Pending receipt of a closer estimate, it is proposed, subject to Their Lordships concurrence, to insert provisionally under Sub-head J.1, Defence, of the Colonial and Middle Eastern Services Vote, 1931, the amount of £170,000.

7. In view of the proposals of the High Commissioner, which are at present under consideration, that the amount of the contribution from Palestine revenues towards the cost of Defence should be determined annually in the light of the financial position disclosed in the Estimates, it is proposed to insert provisionally as a merely tentative estimate the amount of £50,000 under Sub-head M as an appropriation-in-aid.

A further communication will be addressed to you when the basis of the allocation of the cost of Defence has been decided.

I am, &c.,
O. G. R. WILLIAMS.

* No. 80.

† No. 81.

C. 77403/1/30 [No. 5].

No. 83.

WAR OFFICE to COLONIAL OFFICE.

SIR, The War Office, S.W.1, 10th December, 1930.
 WITH reference to War Office letter of the 13th February, 1930,* relating to the recovery from the Colonial Office of the extra cost falling upon Army funds in 1930 in respect of the additional troops in Palestine, I am commanded by the Army Council to state, for the information of Lord Passfield, that the extra cost to be recovered in respect of these troops in 1931, so far as can be foreseen at present, is estimated to amount to £65,000.

This estimate is based on the assumption that the military forces at present in Palestine will remain there for the whole of the financial year 1931, with the addition of the Mechanical Transport Company. Royal Army Service Corps, whose despatch to Palestine has recently been approved. The estimate also assumes that the Government of Palestine will continue to bear the charges they defray at present except in so far as the charges for local hirings of Mechanical Transport may be reduced or rendered unnecessary by the addition of the Mechanical Transport Company, Royal Army Service Corps, to the military establishment in Palestine.

A copy of this letter is being sent to the Air Ministry.

I am, &c.,
 A. E. WIDDOWS.

C. 77403/1/30 [No. 6].

No. 84.

COLONIAL OFFICE to TREASURY.

SIR, Downing Street, 1st January, 1931.
 I AM directed by Lord Passfield to refer to the letter from this Department of the 3rd of November,† on the subject of the provision to be made under Sub-head J.1 of the Estimate for Colonial and Middle Eastern Services, 1931, in respect of the excess cost of the British Forces stationed in Palestine and Trans-Jordan over the cost of such forces if stationed in Great Britain, and to transmit to you, to be laid before the Lords Commissioners of the Treasury, the accompanying copy of a letter‡ from the War Office on the subject. Their Lordships will observe that the War Office revised estimate of £65,000 has the effect of increasing by £5,000 the figures given in paragraphs 5 and 6 of the letter under reference, viz., £55,000 on account of the excess cost of two battalions and £5,000 in respect of the Royal Army Service Corps unit. In this connexion, however, I am to refer to Mr. Howard's semi-official letter to Mr. Trickett of the 31st of December,§ regarding the provisional increase of £4,000 under this Sub-head in respect of the acquisition of land at Amman for Royal Air Force purposes and to observe that the effect of these revisions will be to increase the provisional figure under Sub-head J 1 from £170,000 to £179,000.

I am, &c.,
 O. G. R. WILLIAMS

C. 87089/1/31 [No. 1].

No. 85.

MR. G. D. ROSEWAY (WAR OFFICE)

to

MR. F. J. HOWARD (COLONIAL OFFICE)

DEAR HOWARD, The War Office, London, S.W.1, 30th January, 1931.
 YOUR letter of the 28th instant|| regarding Palestine. We have dealt with you direct on the question of Palestine extra cost, letting the Air Ministry have a copy of our letters.

Our final figure for recoverable extra cost in respect of the additional Troops in Palestine is now £60,000, and that is the amount we are including in Estimates, 1931.

* No. 47 in Middle East No. 33. † No. 82. ‡ No. 83. § C. 79462/30 [No. 15]: not printed.
 || C. 77403/30 [No. 5]: not printed.

As regards the proposal to spend £77,000 on married quarters for the Army in Palestine we (Finance) have seen nothing of such a proposal, but as you know the construction of accommodation in Palestine is an Air Ministry financial liability, so it is quite possible that the Air Ministry are actually dealing with such a proposal.

Perhaps you will make inquiry of them direct.

Yours, &c.,
 G. D. ROSEWAY.

C. 87089/1/31 [No. 2].

No. 86.

AIR MINISTRY to COLONIAL OFFICE.

SIR, Air Ministry,
 London, W.C.2, 30th January, 1931.
 WITH further reference to your letter of the 15th October, 1930,* I am commanded by the Air Council to request you to inform the Secretary of State for the Colonies that it is now estimated that £74,000 should be provided in the Colonial and Middle Eastern Services Vote, 1931, in respect of the extra cost of Royal Air Force units in Palestine and Trans-Jordan. This sum includes £12,500 for capital works services in Palestine, and £17,300 for such services in Trans-Jordan, in addition to £7,200 for the purchase of land in the latter territory.

The sum to be provided for capital works services for Army Troops is £51,000, excluding any amount which may be necessary if it is decided to build married quarters for the Troops.

I am, &c.,
 J. A. WEBSTER.

C. 87089/1/31 [No. 3].

No. 87.

COLONIAL OFFICE to TREASURY.

[Answered by No. 88.]

SIR, Downing Street, 5th February, 1931.
 I AM directed by Lord Passfield to refer to the letter from this Department of the 1st January,† on the subject of the provision to be made under Sub-head J.1 of the Estimate for Colonial and Middle Eastern Services, 1931, in respect of the excess cost of the British Forces stationed in Palestine and Trans-Jordan over the cost of such forces if stationed in Great Britain, and to transmit to you to be laid before the Lords Commissioners of the Treasury, copies of two letters‡ from the War Office and Air Ministry.

2. The revised figures for inclusion under this sub-head are as follows:—
 Royal Air Force.

	£	£
Recurrent excess cost	37,000	
Capital works' services in Palestine	12,500	
Capital works' services in Trans-Jordan	17,300	
Purchase of land in Trans-Jordan	5,600	
		72,400

War Office.		
Recurrent excess cost	60,000	
Capital works' services for Army Troops	51,000	
		111,000
		£183,400

3. I am to observe that the amount included for the purchase of land at Amman in the letter from the Air Ministry now enclosed, viz., £7,200 has been reduced to £5,600, and this matter will form the subject of a separate communication.

4. I am accordingly to request that the revised figure of £183,400 may be substituted for that of £179,000 referred to in the letter from this Department under reference

I am, &c.,
O. G. R. WILLIAMS.

C. 87089/1/31 [No. 5].

No. 88.

TREASURY to COLONIAL OFFICE.

(S. 28724/3.)

SIR, Treasury Chambers, 12th March, 1931.
I HAVE laid before the Lords Commissioners of His Majesty's Treasury Mr. Williams's letter of the 5th February, 1931,* on the subject of the provision to be made under Sub-head E. 1 (now Sub-head J. 1) of the Estimate for Colonial and Middle Eastern Services, 1931, in respect of the excess cost of the British Forces stationed in Palestine and Trans-Jordan over the cost of such forces if stationed in Great Britain. My Lords direct me to request you to convey to the Secretary of State the following reply.

2. My Lords observe from the copy of Air Ministry letter of the 30th January, 1931,† that the estimated cost of capital works' services for Army Troops had been increased from £41,000 in the provisional estimate given in Colonial Office letter of the 3rd November, 1930,‡ to £51,000. No particulars, however, were furnished in explanation of the increase of £10,000, and My Lords felt unable, therefore, to approve the insertion in the Estimate of a larger amount than the former figure of £41,000.

3. A separate letter is being addressed to you regarding the item £5,600 for purchase of land at Amman, Trans-Jordan, from which it will be seen that provision of £5,450 only is included in the approved Estimate against this expenditure.

4. Their Lordships have accordingly caused the sum of £173,250 to be inserted under Sub-head J. 1 of the Colonial and Middle Eastern Services Estimate, 1931, to be presented to Parliament.

5. Copies of this letter have been sent to the War Office and Air Ministry.

I am, &c.,
R. V. NIND HOPKINS.

C. 87089/1/31 [No. 10].

No. 89.

PALESTINE.

THE SECRETARY OF STATE to THE OFFICER ADMINISTERING THE
GOVERNMENT.

(Secret.)

SIR, Downing Street, 21st May, 1931.
I HAVE the honour to refer to paragraph 5 of my Secret despatch of the 18th December, 1930,§ in which I informed you that the actual amount of the contribution to be made by the Palestine Government in respect of (a) the recurrent excess cost of Army Troops stationed in Palestine, (b) the recurrent excess cost of the Royal Air Force stationed in Palestine and Trans-Jordan, and (c) the capital cost of Works Services in Palestine for both Military and Air Forces would be determined each year in the light of the prevailing financial position, and to inform you that the estimate of

* No. 87. † No. 86. ‡ No. 82. § C. 77296/30 [No. 15]: not printed.

the cost of the above services which has been approved and inserted in the Colonial and Middle Eastern Services Vote for 1931 is as follows:—

				£	£
<i>Royal Air Force.</i>					
Recurrent excess cost	...	...	...	37,000	
Capital works services in Palestine	...	...	...	12,500	
Capital works services in Trans-Jordan	...	...	...	17,300	
Purchase of land in Trans-Jordan	...	...	...	5,450	
					72,250
<i>War Office.</i>					
Recurrent excess cost	...	...	...	60,000	
Capital works services for Army Troops	...	...	...	41,000	
					101,000
					£173,250

2. Having regard to the financial position of Palestine as disclosed in paragraphs 9 and 10 of the Treasurer's memorandum, enclosed with Sir John Chancellor's Secret C despatch of the 21st February,* I have agreed, in consultation with the Lords Commissioners of the Treasury, that the contribution by Palestine towards the cost of the above services for the financial year ending 31st March, 1932, should be fixed at the sum of £55,000, and that, in addition, the whole cost of local services (billets, transport, water, electric light, &c.) rendered by the Palestine Government, and the whole cost of the difference between public and preferential rates for Royal Air Force and Military units on the Palestine Railways, estimated at £40,500 and £12,500 respectively for the year ending 31st December, 1931, shall be borne by Palestine funds.

3. In a separate communication which I shall address to you shortly on the subject of the draft Estimates of the Palestine Government for 1931, I will deal with the adjustment necessary in respect of the contribution for defence services in the light of the foregoing decision.

4. I enclose for your information a copy of the Civil Estimates for 1931,† pages 94 (Sub-head J.1, Defence) and 96 (Sub-head M. Appropriations-in-Aid) of which relate to the provision for defence in Palestine, and the contribution by Palestine in connexion therewith.

I have, &c.,
PASSFIELD.

C. 87089/1/31 [No. 24].

No. 90.

PALESTINE.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Secret.)

SIR, Downing Street, 12th August, 1931.
I HAVE the honour to refer to the fourth paragraph of your Secret C despatch of the 21st of February,* in which you asked to be furnished with particulars of the excess cost of Army Troops and of Royal Air Force units in Palestine and Trans-Jordan. With regard to the cost of Royal Air Force units in Palestine and Trans-Jordan, the following figures have been supplied to me by the Air Ministry:—

		1930.	1931.
		£	£
Colonial and Foreign Service Allowances for Personnel	...	10,900	9,650
Extra cost of rations, fuel, light, and sanitary services...	...	10,500	7,200
Miscellaneous	...	400	425
Cost of sea transport and estimated extra cost of land transport	...	21,000	20,000
of personnel and stores	...	42,800	37,275
rounded down to		£42,500	£37,000

These figures are excess cost of *maintenance* only and do not include capital cost of works and land. I would point out that, so far as the Air Ministry is concerned, nothing

* C. 87089/1/31 [No. 4]: not printed.

† See page 1.

is included for the additional cost of works maintenance, or for hirings, &c., or for the fact that, if the combatant portion of the forces were not in Palestine, various ancillary services, *e.g.*, medical, would probably cost much less.

2. With regard to the cost of the Army units in Palestine, I enclose, for your information, a statement giving details, under the principal heads, of the extra cost of maintaining Army units in Palestine.

I have, &c.,
PASSFIELD.

[C. 87089/1/31 [No. 21].]

Enclosure in No. 90.

DETAILS UNDER PRINCIPAL HEADS OF EXPENDITURE OF THE EXTRA COST OF MAINTAINING
ARMY UNITS IN PALESTINE.

<i>Heads of Expenditure.</i>	<i>Amount.</i>
	£
Colonial and other additional allowances	8,600
Rations and other supply services	16,500
Hospital treatment of Army personnel	8,500
Petrol	6,400
Land and sea transport and stores	18,400
Miscellaneous	5,600
Total	£64,000 .

Sub-head J.2.—Trans-Jordan Frontier Force (Grant-in-Aid).

C 79484/30 [No. 1].

No. 91.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Sent 7.30 p.m., 14th October, 1930.)

TELEGRAM.

[Answered by Nos. 92 and 133.]

No. 80. TREASURY require submission of Estimates for 1931 by 1st November. Please telegraph by 25th October, (a) total estimated expenditure on Trans-Jordan Frontier Force for the calendar year 1931 in order that the question of a grant-in-aid may be considered. Expenditure on (1) recurrent and (2) extraordinary items should be separately shown, and under the latter should be included a sum representing the estimated amount unexpended at 31st December, 1930, on Services approved but not completed during the current financial year, since if definite provision for such carry-over Services is not made in the Estimates fresh Treasury approval for each item is required. (b) Total estimated Revenue and Expenditure of Trans-Jordan Administration for the period 1st April, 1931, to 31st March, 1932, and estimated surplus balance as at 31st March, 1931.

Detailed Estimates should follow by mail as soon as possible.—PASSFIELD.

C. 79484/30 [No. 2].

No. 92.

TRANS-JORDAN.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 3.37 p.m., 25th October, 1930.)

TELEGRAM.

[Answered by No. 93.]

No. 113. 25TH OCTOBER, 1930. Your telegram No. 80.* Paragraph (a) Trans-Jordan Frontier Force. Total estimate of expenditure for calendar year 1931 is £P206,697 of which £P185,452 is for recurrent and £P21,245 is for extraordinary items of which £P17,325 is for work in Palestine and £P3,920 for work in Trans-Jordan. The estimate of expenditure extraordinary includes £P4,300 revote representing estimated amount unexpended at 31st December, 1930, in respect of approved work and £P16,945 for other work not yet approved of which £P14,050 is in respect of remaining work referred to in my despatch Secret of 5th April, 1930,† and £P2,898 for sundry new works projected. If approval is not given for provision of £P14,050 to complete accommodation for 2 Companies in Northern Jordan Valley, it will be necessary to provide accommodation for additional Company in Trans-Jordan at cost of approximately £P9,000 and in addition revote that amount from sum of £P10,300 approved for 5th Company.

C. 79484/30 [No. 3].

No. 93.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER

(Sent 1.30 p.m., 30th October, 1930.)

TELEGRAM.

[Answered by No. 95.]

No. 95. LAST part of your telegram 113 of 25th October.‡ Trans-Jordan Frontier Force is not clear to me. If approval for provision of £14,050 for permanent accommodation of two Companies in Jordan Valley in not forthcoming, what are your proposals for disposition of the 4 Companies of the Force excluding Company at Ma'an and what is financial effect in 1931.

At present there are I understand two Companies at Zerka and half Company each at Beisan, Semakh, Jisr Mejamieh, and Rosh Pinah, but accommodation for three companies exists at Zerka.

Do you propose to utilize whole of Zerka accommodation and station fourth Company in Trans-Jordan at cost of £9,000 plus revote of that amount from the £10,300 approved, *i.e.*, total cost £18,000. If so why has cost increased from £10,300 to £18,000.

Telegraph reply by return.—PASSFIELD.

C. 79484/30 [No. 4].

No. 94.

COLONIAL OFFICE to TREASURY.

SIR,

Downing Street, 30th October, 1930.

I AM directed by Lord Passfield to transmit to you, to be laid before the Lords Commissioners of the Treasury, the accompanying copy of a telegram from this Department to the High Commissioner, Trans-Jordan, dated 14th October,* together with a copy of Sir John Chancellor's reply dated the 25th of October,‡ on the subject of the provision necessary in the Colonial and Middle Eastern Services Vote, 1931, in respect of Sub-head J.2 Trans-Jordan Frontier Force (Grant-in-Aid) from which

* No. 91.

† No. 94 in Middle East No. 33.

‡ No. 92.

it will be observed that the estimate of expenditure for the calendar year 1931 is as follows:—

					£P
Recurrent	...	...	...	...	185,452
					£P
Extraordinary—					
Works in Palestine	...	...	...	...	17,325
Works in Trans-Jordan	...	...	...	...	3,920
					21,245
					£P206,697

2 Of the £P21,245 for Extraordinary items, £P4,300 is a revote of the amount estimated to be unexpended at the 31st December, 1930, in respect of work which has already been approved, and £P16,945 is in respect of capital expenditure on the camps in the Jordan Valley (Beisan, Semakh, Jisr Mejamieh, and Rosh Pinah), whilst £P2,898 is in respect of sundry projected new works.

3. I am to state that, subject to Their Lordships' concurrence, it is proposed to insert the sum of £P143,000 provisionally in the Colonial and Middle Eastern Services Vote for 1931 under Sub-head E.2 in respect of the Trans-Jordan Frontier Force, being three-quarters of the estimated recurrent cost of £P185,452, viz.:—£139,100 plus the total cost of capital works in Trans-Jordan (£3,920).

4. Their Lordships will observe that, if it is decided not to provide permanent accommodation for the two Companies of the Force in the Northern Jordan Valley, which question is under consideration by the Overseas Defence Committee, *vide* letter from this Office of the 21st June,* and Treasury reply of 5th July, No. S. 33690,† the High Commissioner states that it will be necessary to provide accommodation for one additional Company in Trans-Jordan at a cost of approximately £9,000, and in addition to revote a similar amount from the sum of £10,300 included in Estimates 1930 for accommodation for the 5th Company.

This would increase the cost of capital works in Trans-Jordan in 1931 from £3,920 to £21,920, assuming the High Commissioner's proposal is approved, and the Grant-in-Aid would, accordingly, have to be increased to £161,000.

Lord Passfield, however, is in communication with Sir John Chancellor with a view to elucidating the position as regards accommodation as will be seen from the copy of telegram enclosed,‡ and a further letter will be addressed to Their Lordships on receipt of his reply.

I am, &c.,
O. G. R. WILLIAMS.

C. 79484/30 [No. 5].

No. 95.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 11.17 a.m., 1st November, 1930.)

1ST NOVEMBER, 1930. No. 123. Your telegram No. 95,‡ Trans-Jordan Frontier Force. If provision of £14,050 for permanent accommodation of 2 Companies in Jordan Valley is not forthcoming, it will be necessary to revote £9,000 from sum of ?£10,300 already approved for additional accommodation in Trans-Jordan. In the latter event estimate of £21,245 will be reduced by £14,050 and increased by £9,000 thus making a total of £16,195 for Extraordinary items.

Accommodation is available at Zerka for one of the two Companies now temporarily stationed in Jordan Valley; but additional accommodation in Trans-Jordan would have to be provided for other Company at an estimated cost of £9,000 whether at Ma'an or elsewhere in Trans-Jordan.

Detailed estimates follow by mail.

* No. 104 in Middle East No. 33.

† No. 107 in Middle East No. 33.

‡ No. 93.

C. 79484/30 [No. 6].

No. 96.

COLONIAL OFFICE to TREASURY.

SIR,

Downing Street, 4th November, 1930.

I AM directed by Lord Passfield to refer to the letter from this Department of the 30th of October,* on the subject of the provision necessary in the Colonial and Middle Eastern Services Vote, 1931, in respect of Sub-head J.2, Trans-Jordan Frontier Force (Grant-in-Aid), and to transmit to you, to be laid before the Lords Commissioners of the Treasury, the accompanying copy of a telegram of the 1st of November,† from the High Commissioner for Trans-Jordan, from which it will be observed that the figures stated in the above-mentioned letter can now be revised as follows:—

(a) If it is decided not to provide permanent accommodation for two Companies of the Trans-Jordan Frontier Force in the Jordan Valley, the estimate will be:—

					£
Recurrent	...	...	...	...	185,452
					£
Extraordinary—					
Palestine	...	...	...	...	3,275
Trans-Jordan	...	...	...	...	12,920
					16,195
					£201,647

which would be allocated as follows:—

		£
Palestine—one-fourth of £185,452	=	46,363
Cost of Capital Works in Palestine ...	=	3,275
		£49,638
		£
His Majesty's Government—three-fourths of £185,452 ...	=	139,089
Cost of Capital Works in Trans-Jordan	=	12,920
		£152,009

On the above-mentioned basis, it will, therefore, be necessary to provide £152,000 under Sub-head J.2 of the Colonial and Middle Eastern Services Vote for 1931 as a provisional figure pending the receipt of detailed estimates.

(b) If it is decided to provide permanent accommodation for two Companies of the Trans-Jordan Frontier Force in the Jordan Valley, the estimate for 1931 of £143,000 given in paragraph 3 of the letter from this Department of the 30th of October* will remain unchanged.

I am, &c.,
O. G. R. WILLIAMS.

C. 79484/30 [No. 7].

No. 97.

TRANS-JORDAN.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 24th November, 1930.)

[Answered by Nos 98, 106, and 117.]

(No. 140.)

MY LORD, High Commissioner's Office, Jerusalem, 15th November, 1930.
I HAVE the honour to refer to my telegram No 123 dated the 1st November, 1930,‡ on the subject of the draft Estimates of the Trans-Jordan Frontier Force, and

* No. 94.

† No. 95.

to transmit herewith for Your Lordship's consideration the draft Estimates of the Trans-Jordan Frontier Force for the year 1931.

2. The total of the approved Estimates for the current year, namely, £P.221,637, is made up as follows:—

	£P.	£P.
Draft Estimates, 1930		138,091
Special Warrant No. 23 of 27th February, 1930, for Sundry Services (authorized by Your Lordship's telegram No. 5 of 6th February, 1930)*	41,012	
Special Warrant No. 31. Purchase of Vehicles, &c., for mechanization (<i>vide</i> despatch to Trans-Jordan No. 21 of 5th March, 1930)† ...	31,525	
Special Warrant No. 54. Purchase of Riding Animals (<i>vide</i> Your Lordship's telegram No. 19 of 25th March, 1930)‡ ...	10,109	
Special Warrant No. 73. Purchase of Riding Animals (<i>vide</i> Your Lordship's despatch Trans-Jordan No. 82 of 25th June, 1930)§ ...	900	
		83,546
		£P.221,637

The total of the Estimates for 1931 as compared with the Estimates for the current year shows a net decrease of £P.36,185. This decrease is mainly due to the fact that during 1930 provision was made for the expenditure of £P.31,525 for the purchase of vehicles for mechanization and £P.11,009 for the purchase of riding animals whereas the amounts of £P.1,900 and £P.5,000 only are provided for these purposes in the draft Estimates for 1931.

3. With regard to the proposed increases of expenditure under Head of Estimates XIX for which provision is inserted in the draft Estimates, I invite Your Lordship's attention to the following points:—

Item 10: Senior Medical Officer. In accordance with the approval given in Your Lordship's despatch No. 76 of the 23rd June, 1930,|| the post of Senior Medical Officer has been regraded with the local rank of Major with pay at the rate of £P.700 a year rising by biennial increments of £P.50 to a maximum of £P.800 a year plus £P.50 a year duty-allowance. If Lieutenant G. C. Gilroy accepts this post, which has now been offered to him (*vide* Your Lordship's despatch Trans-Jordan No. 105 of the 9th September, 1930¶), he will be granted the local rank of Captain and paid at the rate of £P.600 a year rising by biennial increments of £P.50 to a maximum of £P.700 a year plus £P.50 a year duty-allowance until he is promoted to the substantive rank of Captain in the Regular Army, when he will be granted the local rank of Major with pay appropriate to that rank.

Item 22: Warrant Officers. The additional appointment of one British Warrant Officer is required to provide for the promotion of one Staff-Sergeant who has been placed in charge of the Headquarters Mechanical Transport Workshop. I am addressing Your Lordship separately with regard to this proposal.

Items 31, 32 and 33: Local Officers and Educational Officer. An increase of two Class I appointments has been provided for in order to promote to that class two officers who have held Class II appointments for over five years; and a corresponding reduction in the number of Class III appointments has been effected. This is part of certain recommendations, in regard to which I shall shortly address Your Lordship, for improving the conditions of service of local officers of the Force.

Item 37: Company-Quartermaster-Sergeants. An additional Company-Quartermaster-Sergeant is required at the Headquarters of the Force in connexion with the establishment at Headquarters of a Mechanical Transport Troop and the administration of the proposed Reserve.

Item 39: Lance-Sergeants. Owing to the numerous detachments and to the reorganization of the Squadrons, it is essential that the establishment of non-commissioned officers in each of the three Squadrons should be strengthened and the appointment of six Lance-Sergeants is proposed.

* No. 71 in Middle East No. 33.
† No. 86 in Middle East No. 33.
‡ C. 79456/30 [No. 13]: not printed.

† C. 79419/30 [No. 19]: not printed.
§ C. 79441/30 [No. 22]: not printed.
¶ C. 79456/30 [No. 23]: not printed.

Item 42: Privates. The number of Privates has been reduced by six to allow for the promotion of that number to the rank of Lance-Sergeant (see reference to Item 39 above).

It is proposed, however, to provide for the following additional eight privates:—

- (i) 1 blacksmith;
- (ii) 1 tinsmith;
- (iii) 1 operator, 1 storeman, and 1 instrument repairer for the Wireless Section;
- (iv) 1 soldier clerk;
- (v) 2 mess orderlies.

With regard to (i), (ii), and (iii), the Officer Commanding Trans-Jordan Frontier Force reports that experience has shown that the present establishment of skilled personnel is inadequate for the workshops at Zerka and Ma'an and for the maintenance of four wireless telegraph stations. With regard to (iv), the increase in the number of units necessitates the addition of a soldier clerk to assist the Adjutant to cope with the increased volume of correspondence. As regards (v), increase of two privates, these men are required to act as orderlies for the messes of local officers and British warrant officers.

Item 48: Drivers. It is desired to obtain two extra drivers, one for the additional Crossley tender, and the other as a relief driver for the Motor Transport Section.

Items 50 and 52: Mechanics and Body-maker. The object of the increase under these items is to augment the workshops personnel. These appointments will materially increase the life and the efficiency of the transport.

Item 53: Pumpman. A pumpman is required to work the engine for the supply of water at Beisan; it has been found impossible to obtain a competent man at a lesser salary than £P.10 a month.

Items 54 to 57: Clerks. A saving has been effected by the substitution of two trooper clerks who are paid at the rate of £P.10 a month, for two Grade II clerks in the scale of £P.180—8—276 a year, and the Officer Commanding Trans-Jordan Frontier Force recommends that one Grade II clerk should be promoted to Grade I. The consequent savings under the items in question would amount to £P.170 during 1931.

Items 68, 89, and 105. Your Lordship has approved the purchase of animals in respect of two Horse Companies and the Camel Company, and also horses belonging to regimental headquarters. The sum of £P.5,000 has been tentatively inserted in the Estimates to provide for the purchase of the remaining privately-owned horses in the Force if the third Horse Company is retained. Should it be decided, however, not to purchase the remaining privately-owned animals, it will be necessary to provide for animal allowances and compensation for loss of animals.

Item 72: Maintenance of Mechanical Transport. The increase of £P.1,000 under this item is necessitated by the increased Mechanical Establishment.

Item 77: Forage. It has been possible to reduce the provision for forage by £P.4,500 owing to reduced forage contract prices for 1931.

Item 96: Replacement of Mechanical Vehicles. It is anticipated that £P.3,000 will be required in 1931 for the replacement of casualties in mechanical vehicles.

The explanation of other proposed increases and decreases in expenditure under Head of Estimates XIX are shown in the remarks column of the Estimates.

4. As regards Head XXVII, Trans-Jordan Frontier Force Extraordinary, the estimated expenditure for 1931 amounts to £P.21,245. The total of £P.21,245 is made up of £P.17,325 provided for works in Palestine and £P.3,920 provided for works in Trans-Jordan, and includes £P.4,300 for re-votes of the estimated amount unexpended on the 31st December, 1930, in respect of approved works.

5. I invite Your Lordship's attention to the following points of detail:—
Items 1-4: Construction of Camps. In my despatch Secret A of the 5th April, 1930,* approval was sought for the expenditure of £P.31,500 for accommodation of two Companies in the Northern Jordan Valley, to be expended under the following headings:—

	£P.
Samakh Camp	4,600
Beisan Camp	7,500
Jisr Mejamieh Camp	9,400
Rosh Pinah Camp	10,000
	£P.31,500

* No. 94 in Middle East No. 33.

In Your Lordship's despatch Confidential of the 21st August, 1930,* approval was given for the expenditure of £P.9,500 for works which had been already authorized in anticipation of approval, and for £P.7,950 for anti-malaria and sanitary measures which were considered immediately necessary. The approved expenditure was therefore as follows:—

	<i>Expenditure already Authorized.</i>	<i>Anti-Malaria and Sanitary Measures.</i>	<i>Total.</i>
	£P.	£P.	£P.
Samakh Camp ...	1,700	2,450	4,150
Beisan Camp ...	4,200	2,200	6,400
Jisr Mejamieh Camp ...	3,600	3,300	6,900
Total ...	£P.9,500	£P.7,950	£P.17,450

It is now proposed to insert provision in the Estimates for revotes of £P.2,800 unexpended from the amount of £P.17,450 already approved and for £P.14,050 to complete the works as follows:—

	<i>Revotes.</i>	<i>To complete Works.</i>	<i>Total.</i>
	£P.	£P.	£P.
Samakh Camp ...	900	450	1,350
Beisan Camp ...	600	1,100	1,700
Jisr Mejamieh Camp ...	1,300	2,500	3,800
Rosh Pinah Camp ...	—	10,000	10,000
	£P.2,800	£P.14,050	£P.16,850

In this connexion, I invite reference to my telegrams No. 113 of the 25th October† and No. 123 of the 1st November,‡ in which it is explained that unless approval is granted for the expenditure required to complete accommodation for two Companies in the Northern Jordan Valley it will be necessary additionally to provide accommodation for an additional Company in Trans-Jordan at a cost of approximately £P.9,000 which amount would be re-voted from the sum of £P.10,300 for accommodation of the fifth Company which was included in the revised Estimates for 1930 and forwarded to Your Lordship under cover of my Confidential despatch of the 2nd November, 1929.§

Item 5: Electric Lighting, Samakh Camp. It was not anticipated when the Samakh Camp was planned that it would be possible to secure electric lighting for the camp. It has now been ascertained, however, that electric lighting can be supplied by the Palestine Electric Company, and provision for the expenditure of £P.400 for the installation and running expenses of this service has consequently been inserted in the Estimates.

Items 6 and 11: Recreational Training Ground, Samakh and Ma'an. There are no recreational facilities at Samakh and Ma'an, and I support this recommendation of the Officer Commanding Trans-Jordan Frontier Force that provision should now be made for that purpose (*vide* my despatch No. 126 of 31st October, 1930).||

Item 8: Reconditioning Hutments, Zerka. These hutments are in a dilapidated condition and reconditioning is urgently required.

Item 9: Roads at Zerka and Ma'an Camps. Metalling of the Zerka and Ma'an Camp roads is essential on account of the heavy traffic to which they are exposed.

Item 10. A concrete store is necessary for the proper security of petrol at Ma'an Camp.

6. I am satisfied that these Estimates have been framed with due regard for economy and that they represent the minimum expenditure which is necessary to ensure the well-being and efficiency of the Force and as such I submit them for Your Lordship's approval.

I have, &c.,
J. R. CHANCELLOR,
High Commissioner for Trans-Jordan.

* No. 114 in Middle East No. 33. † No. 92. ‡ No. 95. § No. 59 in Middle East No. 33.
|| C. 79441/30 [No. 59]: not printed.

C. 79484/30 [No. 8].

No. 98.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Sent 8.45 p.m., 8th January, 1931.)

TELEGRAM.

[Answered by No. 99.]

No. 7. YOUR despatch 140 of 15th November.* Trans-Jordan Frontier Force Estimates 1931.

Your figure of £221,637 in paragraph 2 is not understood as it does not take into account several special warrants issued under Head XIX, *e.g.*, No. 29 for £5,600 under Item 68. Please submit revised figure.

In this connexion, please state how much of your figure of £270,031 given in Appendix B to despatch Secret of 20th September† represents Head XIX expenditure.

Item 7, Head XXVII, Pumping plant, Zerka. On assumption that early Treasury approval is given to expenditure of £2,300 on this item *vide* your despatch 82 of 26th July, 1930,‡ how much will be spent before 31st March next.

Please afford further detailed information of services 8 and 9 under Head XXVII—reconditioning hutments, Zerka, and roads at Zerka and Ma'an Camps.—PASSFIELD.

C. 89484/31 [No. 1].

No. 99

TRANS-JORDAN.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 10.46 a.m., 31st January, 1931.)

TELEGRAM.

No. 8. 31ST JANUARY. Your telegram No. 7,§ Trans-Jordan Frontier Force Estimates, 1931.

Paragraphs 2 and 3. The required figure of £221,637 was inserted in enclosure to my despatch* to meet actual expenditure likely to be incurred by reason of supplementary amount approved by special warrant. Certain special warrants were omitted as expenditure could be made from savings without inflating total of monetary provision. The figure of £270,031 includes £221,091 in respect of Head XIX of expenditure. Statements showing revised estimated expenditure for the year 1930 are being forwarded.

Paragraph 4. Director of Public Works reports that full amount of £2,300 for pumping plant, Zerka, will be spent before 31st March, 1931.

Paragraph 5. Details follow by despatch.

C. 89484/31 [No. 4].

No. 100.

COLONIAL OFFICE to TREASURY.

[Answered by Nos. 101, 108, and 116.]

SIR,

Downing Street, 17th February, 1931.

I AM directed by Lord Passfield to transmit to you, to be laid before the Lords Commissioners of the Treasury, a copy of a despatch* from the High Commissioner for Trans-Jordan forwarding the Estimates for the Trans-Jordan Frontier Force for the calendar year 1931. Copies of subsequent telegraphic correspondence|| with the High Commissioner on the subject are also enclosed.

* No. 97. † C. 79296/30 [No. 12]: not printed. ‡ C. 78441/30 [No. 38]: not printed.
§ No. 98. || Nos. 98 and 99..

2. Their Lordships will observe that the totals of the Estimates submitted by the High Commissioner for 1931 are as follows:—

	£P.	
Head XIX ...	185,452	
Head XXVII ...	17,325	For capital works in Palestine.
	3,920	For capital works in Trans-Jordan.

Total ... £P206,697

The Estimates are based on the assumption that the Force will be maintained at its present strength for the whole of the year 1931, and, in this connexion, I am to invite attention to Treasury letter (No. S. 33494) of the 16th January, 1931,* in which Their Lordships agreed that the question of the future strength of the Force should be considered when the review of the Palestine garrison takes place, and to enclosed copy of despatch dated 6th February,† received from the High Commissioner.

3. With regard to the details of the Estimates, Lord Passfield, after consulting the Air Ministry, has the following comments to make:—

(a) *Items 15 to 18. Signalling Officer and Quartermaster.* In view of the terms of Treasury letter (No. S. 28979/01/2) of the 29th of April, 1930,‡ the officers holding these posts have been granted the local rank of Captain. The appointments, therefore, should now be shown with the pay of Captain (£P600—50—£P700) and the amounts inserted for duty allowances should be deleted. As the two officers in question were at the maximum of their old grades, viz., £550 plus £50 duty allowance, no alteration in the total amount provided in the Estimates for 1931 is necessary as a result of this change.

(b) *Item 22. Warrant Officers.* Provision is made under this item for an increase of one in the establishment of British Warrant Officers with a consequent reduction under Item 27 in the number of Mechanical Transport Sergeants. In this connexion, attention is invited to Treasury letter (No. S. 28979/01/2) of the 30th of January, 1931,§ in which Their Lordships approved the promotion of Staff Sergeant A. F. Franks to the rank of British Warrant Officer.

(c) *Item 29. Compensatory allowances.* A slight reduction in the amount provided under this item will result from the promotion of the Quartermaster and Signalling Officer to the rank of Captain, and the promotion of Captain P. T. Goodwin to command the additional Company with the rank of Major.

(d) *Items 31-33. Local Officers, &c.* It will be observed from the High Commissioner's covering despatch that the changes provided for under these items form part of certain recommendations for improving the conditions of service of local officers in the Trans-Jordan Frontier Force. The High Commissioner's detailed recommendations in this matter have not, however, yet been received, and a further letter on the subject will be addressed to Their Lordships in due course.

(e) *Items 37, 42, 48, 50, 52-57.* Lord Passfield supports the proposal to appoint an additional Company Quartermaster Sergeant for service in connexion with the establishment at headquarters of a Mechanical Transport Company and the administration of the Trans-Jordan Frontier Force Reserve. He also, after consulting the Air Council, agrees with the High Commissioner that, owing to the numerous detachments into which the Force is at present divided, the appointment of six additional Lance-Sergeants is essential, and he supports the proposed changes for which provision is made under Items 42, 48, 50, 52-57. An explanation of these changes is afforded in the High Commissioner's covering despatch.

(f) *Item 61. Assistant Engineer.* In the Estimates for 1930 this Engineer was shown in Grade I, whereas he is now shown as being in the Special Grade. No recommendation for the regrading of this post appears to have been received from the High Commissioner and Lord Passfield proposes to ask for an explanation of the reclassification.

(g) *Item 105. Purchase of Riding Animals.* It is considered that, in view of the decision to maintain the Force at its increased strength for the present, provision should now be made to purchase the remaining privately-owned animals in the Force. In this connexion I am to invite attention to Treasury letter (S. 33494) of the 30th of May, 1930.||

(h) *Item 103. Searchlights.* Their Lordships will observe that provision has been made under this item for the unexpended balance of the cost of the searchlights and

* No. 130 in Middle East No. 33.

† No. 131 in Middle East No. 33.

‡ C. 79414/30 [No. 11]: not printed.

§ P.F. 35971 [No. 32]: not printed

|| No. 98 in Middle East No. 33.

generator sets and, in this connection, attention is invited to the correspondence with your Department ending with Mr. Upcott's letter of the 3rd of February (No. S. 29304/4).* As it appears that all the expenditure on this service will have been incurred before the 31st of March, 1931, the amount of £540 has not been taken into account in calculating the figure to be included in the Colonial and Middle Eastern Services Vote for 1931 as a Grant-in-Aid of the Trans-Jordan Frontier Force.

(j) *Item 71. Passages.* The only other item under Head XIX of the Estimates in which the provision made appears to be excessive, is Item 71 under which the sum of £P500 is provided for passages. Lord Passfield is of opinion that this figure might be reduced to £P300. This reduction will, however, be offset by amounts which require to be inserted in respect of services for which no provision has been made. The first of these services is the proposed formation of a Trans-Jordan Frontier Force Reserve of Officers in regard to which Lord Passfield is addressing Their Lordships in the near future. It is estimated that the initial cost of this scheme will be £P200 in respect of uniform allowances, with annual recurrent charges amounting to approximately £250 in respect of allowances to the officers on the Reserve during their period of annual training. It is anticipated that the amount required for outfit allowances can be met from the provision made under Item 67, but it will be necessary to insert a new item for £P250 for the allowances to the officers during training. No expenditure on this service will, of course, be incurred without Their Lordships' prior approval of the scheme for the creation of a Reserve of Officers.

(k) The other service for which it is necessary to make provision is in respect of the pay and allowances of British officers who have returned from duty with the Trans-Jordan Frontier Force and who cannot be absorbed into their British units. Frontier Force funds are liable for the pay and allowances of such officers at British Army rates until they are absorbed into the establishment of their British units, subject to a maximum period of twelve months. As two British officers who returned from duty with the Trans-Jordan Frontier Force in December last are still supernumerary in their British regiments, Lord Passfield would propose that the sum of £400 should be provided to meet the pay and allowances of these officers.

4. The effect of the alterations mentioned above on the total of Head XIX is as follows:—

	£P.
Original Estimates	185,452
	£P.
Less reductions Item 71	200
„ „ Item 103	540
	740
	184,712
Add:—	
(a) Allowances for officers on the Reserve ...	250
(b) Pay of officers awaiting absorption ...	400
	650
	£P185,362

three-quarters of which will fall to be met by His Majesty's Government.

5. With regard to Head XXVII of the Estimates, Their Lordships will observe that £P17,325 has been inserted by the High Commissioner for expenditure on capital works in Palestine and £P3,920 for expenditure on capital works in Trans-Jordan. Of the amount provided for capital works in Palestine, the sum of £P2,800 is shown as a revote from provision for temporary accommodation approved in 1930—see Treasury letter of 5th July, 1930 (No. S. 33690)†—and the sum of £P14,050 represents the cost of (a) improvements in the temporary accommodation at Beisan, Semakh, and Jisr Mejamieh, with a view to rendering those camps semi-permanent and suitable as hot weather quarters, and (b) the construction of a new camp at Rosh Pinah.

This sum is allocated as follows:—

	£P.
Beisan	1,100
Semakh	450
Jisr Mejamieh	2,500
Rosh Pinah	10,000
	£P14,050

* C. 89441/31 [No. 7]: not printed.

† No. 107 in Middle East No. 33.

Of the sum of £P10,000 for Rosh Pinah expenditure of £P1,500 for temporary accommodation was approved by Their Lordships in Sir R. V. Nind Hopkins' letter of 5th November (No. S. 28979/02)*, without prejudice to the question of retention of this place as a permanent station.

The balance of £P12,550 (*i.e.*, £14,050 less £1,500) will not be required in the event of it being decided to withdraw the detachment from these four camps. The High Commissioner was informed on the 26th June, 1930, that no expenditure on this account must be incurred, pending a decision as to the future composition of the garrison.

	£P.	£P.
Revote	2,800	17,325
Improvements, &c.	14,050	
		16,850
Balance ...	£P475	

The balance of the figure of £P17,325, viz., £P475, represents provision for:—

- (i) Electric lighting at Semakh Camp £P400, and
- (ii) Recreational training ground at Semakh £P75.

Lord Passfield proposes to ask Sir J. Chancellor to submit further details in regard to these services.

6. As regards capital works in Trans-Jordan, the whole cost thereof now falls to be met from Imperial funds. With regard to Item 7, Their Lordships will be aware that the original Estimate of £P1,750 for pumping plant at Zerka has been increased to £P2,300—Treasury letter of 3rd February, 1931 (No. S. 29304/4)†—and, as stated in the High Commissioner's telegram of the 31st of January,‡ which forms an enclosure to this letter, the full amount will be expended before the 31st of March, 1931. This service, therefore, need not be taken in account in calculating the figure for inclusion in the Colonial and Middle Eastern Services Vote for 1931 as a Grant-in-Aid to the Trans-Jordan Frontier Force. With regard to Items 8 and 9, reconditioning of hutments at Zerka (£P1,100) and cost of construction of roads at Zerka and Ma'an camps (£P1,000) Lord Passfield is awaiting detailed information from the High Commissioner in regard to these services, and he proposes to obtain similar information in regard to Item 10, erection of petrol stores at Ma'an (£P200).

As regards Item 11, Lord Passfield is disposed, in the interest of the health of the Company stationed at Ma'an, to recommend that approval be given for the construction of the Squash Racquet Court (£P120).

I am to point out that, should it be decided at a later date to withdraw the detachments now stationed in the Jordan Valley, it would be necessary to construct accommodation at a cost of £9,000 for one Company in Trans-Jordan. So far as can be foreseen, however, these detachments are likely to remain at their present stations at any rate for the year 1931, and no provision for the construction of additional accommodation in Trans-Jordan is accordingly being made.

The amount to be provided for capital works in Trans-Jordan is therefore £P2,420 (Items 8, 9, 10 and 11) subject to satisfactory information being received from Sir John Chancellor in regard to the necessity for, and the estimating of, these services.

7. I am now to request that Their Lordships may be moved to approve the Estimates under Head XIX as submitted by the High Commissioner subject to the modifications indicated above, and the submission of further information on the subjects referred to in paragraphs 3 (d), (f), and (j). After taking account of these modifications, the total is:—Head XIX—£P185,362, and, as regards Head XXVII, to approve the revote of £P2,800 in respect of Items 1, 2, and 3, of the capital works in Palestine and Item 11 of the capital works in Trans-Jordan £P120, the remaining items being deferred pending (a) further information from the High Commissioner and (b) a decision as to the future composition of the garrison.

8. With regard to the provision to be made in the Colonial and Middle Eastern Services Vote, I am to point out that the Estimates as submitted are for the calendar year 1931, whereas provision has been made in the Supplementary Estimate which has been presented to Parliament for the expenditure which will fall upon Imperial funds up to the 31st of March, 1931. Recurrent expenditure appears to be more or less constant throughout the year, and Lord Passfield is inclined to think that the

* No. 121 in Middle East No. 33.

† C. 89441/31 [No. 7]: not printed.

‡ No. 99.

Estimates, as submitted, might be taken as a basis for calculating the figure to be included as a Grant-in-Aid of the Force under Sub-head E.2 of the Colonial and Middle Eastern Services Vote for 1931. Lord Passfield would propose that the amount should be as follows:—

	£P.
Recurrent expenditure, three-quarters of £P185,362	139,021
Capital works in Trans-Jordan	2,420
	£P141,440

Say ... £142,000.

This represents a reduction of £1,000 in the figure furnished to Their Lordships in (b) of the letter from this Department of the 4th of November.*

9. Their Lordships will observe from the enclosed telegraphic correspondence that the High Commissioner is forwarding a revised Statement of Expenditure for the year 1930. The figure of £P221,637 shown in the Estimates as submitted by the High Commissioner as being approved expenditure for 1930 includes the amount of the Estimates as approved by Their Lordships in Treasury letter (No. S. 34784) of the 27th of February, 1930,† together with the amounts of £11,009 for the purchase of riding animals and £P31,525 for the purchase of vehicles for the Mechanized Company. Approval for expenditure on these services was conveyed in Treasury letters (No. S. 33494) of the 30th of May, 1930,‡ and (S. 33494) of the 5th of September, 1929.§

I am, &c.,
J. E. W. FLOOD.

C. 89484/31 [No. 7].

No. 101.

TREASURY to COLONIAL OFFICE.

(S. 35961/06/31.)

SIR,

Treasury Chambers, 9th March, 1931.

I HAVE laid before the Lords Commissioners of His Majesty's Treasury Mr. Flood's letter of the 17th February, 1931,|| and the accompanying copy of a despatch from the High Commissioner for Trans-Jordan forwarding the Estimates for the Trans-Jordan Frontier Force for the calendar year 1931.

In reply My Lords direct me to request you to inform the Secretary of State that They have caused the sum of £141,000 as a Grant-in-Aid of this service to be inserted under Sub-head J.2 of the Colonial and Middle Eastern Services Estimate, 1931, to be presented to Parliament.

I am, &c.,
R. V. NIND HOPKINS.

C. 89484/31 [No. 8].

No. 102.

PALESTINE.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 23rd March, 1931.)

(No. 221.)

High Commissioner for Palestine,

MY LORD,

Jerusalem, 14th March, 1931.

I HAVE the honour to refer to the last sentence of my telegram No. 8 of the 31st January, 1931,¶ on the subject of Head XXVII, Items 8 and 9, of the draft Estimates, 1931.

2. Head XXVII, Item 8, *Reconditioning Hutments, Zerka*.—This provision has been included to meet the cost of reconditioning the war-type huts dismantled by the Works and Buildings Department, Royal Air Force, at Sarafand and re-erected at Zerka in 1927-28.

* No. 96.

† No. 77 in Middle East No. 33.

‡ No. 98 in Middle East No. 33.

§ C. 69419/29 [No. 22]: not printed.

|| No. 100

¶ No. 99.

It was found necessary last year to re-line the insides of the huts which have been erected without inner linings, and it has now become necessary to recondition the outer portions of the huts which are fast becoming dilapidated, due to the old war material with which they were built.

The most important requirements are the replacement of tarred felting, doors, windows, fly-proofing and, where necessary, old corrugated iron sheeting.

3. *Head XXVII, Item 9 Roads at Zerka and Ma'an Camps.*—Provision has been made for the complete metalling and tarring of certain portions of the roads of both Camps, which have now become necessary owing to their use by the Mechanized Company and 2nd Line Mechanical Transport Vehicles, each weighing approximately 3 tons.

In addition the main camp road at Ma'an requires reconditioning owing to the heavy traffic on it during the lengthy period of operations in the Southern Area by vehicles of the Frontier Force, armoured cars, and tenders of the Royal Air Force, which formed part of the Force operating from Ma'an.

4. A copy of this despatch has been forwarded to Sir Samuel O'Donnell for his information.

I have, &c.,
J. R. CHANCELLOR,
High Commissioner for Palestine.

C. 89484/31 [No. 10].

No 103.

MR. W. R. L. TRICKETT (TREASURY)

to

MR. F. J. HOWARD (COLONIAL OFFICE).

[Answered by No. 107.]

(S. 35961/06/31.)

DEAR HOWARD, Treasury Chambers, Whitehall, S.W.1, 7th April, 1931.

ADVERTING to Colonial Office letter of the 17th February* and Treasury letter of the 9th March,† concerning the 1931 Estimates, we have agreed the figure of £141,000 for insertion in the Colonial Middle Eastern Estimate, Sub-head J.2, but we have still to agree the detailed expenditure set out in the Estimate submitted by the High Commissioner.

With regard to the comments in your letter of the 17th February, I think we should be prepared to concur with your recommendations as regards Items 37, 39, 42, 48, 50, and 52-57 of Head XIX.

As regards Item 105, how does this matter at present stand? If you are satisfied that the course proposed will be the most economical in the long run, we should be prepared to agree the completion of the purchase. As regards amount, are you satisfied that so much as £5,000 is needed?

As regards Item 71, this must, of course, be reduced to £300. We have now received your official recommendation in favour of the creation of a reserve of ten officers. This proposal we will deal with separately. The cost of the proposal, if approved, will have to be met from savings generally; and I gather there should be no difficulty in doing so, judging from recent experiences in over-estimating on the part of the Palestine Administration.

With regard to paragraph 3 (k) of your letter, we assume you will approach us in due course as to what payments you think should be made to each of the Supernumerary Officers referred to.

As regards Items 31, 32, 33, and 61 of Head XIX, and Items 5, 6, 8, 9, and 10 of Head XXVII, we await hearing from you.

There are three other items to which I should refer. Item 92: in the absence of a full explanation of the increase from £250 to £900, we hesitate to agree to the proposed expenditure on telegrams, telephones, and postage. Item 96: we should like to know on what basis the amount of £3,000 is arrived at. And Item 106: I assume there is no duplication here with the desert control expenditure recently sanctioned. As regards the wireless tender, I am sorry to see that it is proposed to buy a Buick car. You will recollect our recent discussion about buying English-made cars;

* No. 100.

† No. 101.

and we trust that the desirability of giving this preference, wherever possible, is clearly in the minds of the Palestine Administration.

Turning to the proposed expenditure of £14,050 on four camps in the Jordan Valley (Palestine side), a definite conclusion should be reached as to the retention of two Companies in the Valley east of the river, as a permanent or semi-permanent disposition of the Force, before so large an expenditure should be approved. I do not know how far the matter has proceeded towards a definite conclusion, particularly as regards the proposal to construct a camp at Rosh Pinah. Will you let us know how the matter stands at present. I am aware that the alternative to the retention of the two Companies in the Jordan Valley and the provision of accommodation there, is the construction of accommodation in Trans-Jordan at an estimated cost (falling wholly on United Kingdom) of £9,000. But whichever disposition be ultimately approved, we must obviously be careful to avoid premature expenditure of large sums which may turn out to be wasted. At present, therefore, I think we must defer sanction of the expenditure in question.

Lastly, I do not find that your letters deal with the proposals to add 30 troopers to the establishment of each mounted squadron, nor that the cost of this addition to the establishment is carried into the High Commissioner's estimate. We should be glad if the Colonial Office would deal with this point.

Yours, &c.,
W. R. L. TRICKETT.

C. 89484/31 [No. 9].

No. 104.

COLONIAL OFFICE to AIR MINISTRY.

[Answered by No. 109.]

SIR,

Downing Street, 15th April, 1931.

I AM directed by Lord Passfield to transmit to you, to be laid before the Air Council, a copy of a despatch* from the High Commissioner for Palestine on the subject of Head XXVII, Item 8, Reconditioning hutments, Zerka, and Item 9, Roads at Zerka and Ma'an Camps, of the Palestine draft Estimates, 1931. I am to point out that £P.1,100 has been included in the Trans-Jordan Frontier Force Estimates for 1931 in respect of Item 8, and £P.1,000 in respect of Item 9.

2. In these circumstances Lord Passfield would be glad to be favoured with the Council's observations on these items, especially as regards the reasonableness of the estimates of cost.

I am, &c.,
O. G. R. WILLIAMS.

C. 89484/31 [No. 11].

No. 105.

PALESTINE.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 4th May, 1931.)

(No. 372.)

High Commissioner for Palestine, Jerusalem,

MY LORD,

24th April, 1931.

I HAVE the honour to refer to Head XIX, Item 106, of the draft Estimates, 1931, Trans-Jordan Frontier Force, provision of vehicles for mechanization.

2. Provision is made under this item for the purchase of the following vehicles:—

- (i) One Crossley (Supply) tender for the use of the Camel Company while on desert operations; and
- (ii) One Buick (wireless telegraphy) tender to replace the present Morris tender which has proved unsatisfactory.

* No. 102.

3. As regards (i) the retention of the Camel Company in addition to the formation of the Mechanical Unit has made it essential to provide an additional supply tender for use on desert operations.

As regards (ii), the present wireless tender is a converted Morris 15.9 h.p. one-ton truck.

The Officer Commanding, Trans-Jordan Frontier Force, reports that actual operations have proved that this vehicle is unreliable and unsuitable for use as a wireless tender by reason of its low engine power, which results in lack of speed and inability to negotiate rocky and sandy desert country.

4. The Officer Commanding, Trans-Jordan Frontier Force, has represented to me that the provision of these vehicles is a matter of urgency, as they are essential to ensure the efficiency of the Force.

I concur in this view, and shall be grateful if Your Lordship will authorize the necessary expenditure in advance of approval of the Estimates as a whole

5. A copy of this despatch has been sent to Sir Samuel O'Donnell.

I have, &c.,
M. A. YOUNG
(for High Commissioner for Palestine)
(absent on duty).

C. 89484/31 [No. 12].

No. 106.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Sent 11.30 a.m., 13th May, 1931.)

TELEGRAM.

[Answered by No. 111.]

No. 59. Your despatch 140, 15th November,* Trans-Jordan Frontier Force Estimates. Please expedite further despatch promised regarding local officers, Items 31, 32 and 33. Also furnish explanation of regrading of Assistant Engineer Item 61, who was shown in 1930 Estimates as in Grade 1. On what basis is figure of £3,000 for replacement of mechanized vehicles, Item 96, arrived at? Please also furnish further details regarding Items 5, 6, and 10 of Head XXVII.—PASSFIELD

C. 89484/31 [No. 13].

No. 107.

MR. F. J. HOWARD (COLONIAL OFFICE)

to

MR. W. R. L. TRICKETT (TREASURY).

[Answered by No. 108.]

DEAR TRICKETT,

Downing Street, 15th May, 1931.

I AM sorry that your letter S. 35961/06/31 of the 7th of April,† regarding the Trans-Jordan Frontier Force Estimates, has remained unanswered so long. My absence on leave partly accounts for the delay.

As regards Item 105, in the Trans-Jordan Frontier Force Report for 1930, the animal strength of the Force at the 31st December, 1930, is stated to be as follows:—

Horses, riding	...	...	...	447
Horses, pack	...	...	...	24
Camels, riding	...	...	...	123
Camels, pack	...	...	...	12
Mules	...	...	...	17

Of these 128 riding horses and 4 riding camels were stated to be privately owned. It appears from the Report of the Horse Breeding and Remount Committee, a copy

* No. 97.

† No. 103.

of which accompanied our letter of the 2nd of April, 1930,* and the High Commissioner's telegram No. 27 of the 3rd of April, 1930,† a copy of which was sent to you on the same day, that a horse costs from £33 to £40 and a camel about £15. Although the purchase price of the animals may not, therefore, amount to £5,000, certain expenditure on animal allowances before the purchase takes place, and possibly on compensation for the loss of animals, will have to be incurred for which no provision has been made, see Items 68 and 89 of the Estimates. I think, therefore, that £5,000 will be required.

There is no doubt that the purchase of the animals will result in an eventual economy, and moreover, we think that the present position under which some animals are Government owned and some are not should not be allowed to continue longer than is necessary.

As regards paragraph 3 (k) of our letter, under the arrangement with the War Office for the loan of British officers for service with this Force, its funds are liable for the regimental pay and allowances of officers who, on return, cannot be absorbed into their British Army units at once, subject to a limit of 12 months' liability. There is no question as to what payments should be made to them; they receive the normal British Army pay and allowances. This has been agreed to by the Treasury and we should therefore not refer to you again. Our liability ceases when the officer is restored to the establishment of his British unit, and in this matter we are entirely in the hands of the War Office. Any figure included for this service must, therefore, be arbitrary. As a matter of fact, the two officers referred to in our letter have been absorbed into their British units with effect from the 21st of March, so our liability in respect of them has now ceased. They will fortunately have cost us a good deal less than £400 but we cannot say the exact amount until the War Office claim from the Crown Agents. Another officer, however, will be returning from his tour of duty in July, and we may be placed in the same position as regards him, and any other British regular officer who returns during the year. In all the circumstances, therefore, I think the £400 should be allowed to stand.

As regards Items 31, 32, and 33, we await the High Commissioner's recommendations which he promised in his covering despatch. Similarly, as regards Item 61, we have not yet received an explanation of the reclassification of the Assistant Engineer.

As regards Head XXVII, we have still to get further details of Items 5, 6, and 10. I enclose a copy of a despatch from the High Commissioner dated 14th March‡ giving further information with regard to Items 8 and 9. We have sent a copy of this despatch to the Air Ministry for observations, especially with regard to the reasonableness of the cost.

Item 92. The figure of £250 shown in the approved Estimates for 1930 is misleading. £250 was originally inserted in the Estimates but was subsequently increased by £650 and £200; see the enclosures to our letters of the 28th of July, 1930,§ and the 12th of February, 1931.|| The total amount approved for 1930 was, therefore, £1,100 and the figure of £900 in the Estimates this year actually represents an estimated saving of £200. The expenditure on this service is mainly due to the fact that the Force is at present split up into no less than 6 divisions—Zerka, Ma'an and the 4 detachments in the Jordan Valley. In all the circumstances, I do not think that £900 is excessive. The Officer Commanding the Force has been told to exercise close supervision over expenditure on telegrams, telephones, and postage.

We will ask the High Commissioner on what basis the amount of £3,000 under Item 96 is arrived at.

As regards Item 106, on the subject of the proposed purchase of a Buick wireless tender, you will see that it is to replace a Morris tender which has proved unsuitable. I enclose a copy of a despatch¶ which has just reached us regarding this and which is under consideration, and which will be referred to the Air Ministry. We told the High Commissioner in February last, in connexion with the supply of vehicles for the desert control scheme that, when certain American cars were due for replacement, the opportunity should then be taken of considering a suitable British type of car.

There is no question of overlap with the desert control scheme.

As regards the question of permanent camps in the Jordan Valley, this is bound up not only with the question of the garrison but also with that of the Defence Scheme. So far as we are aware, temporary accommodation only has been provided at Rosh

* No. 89 in Middle East No. 33.

† No. 91 in Middle East No. 33.

‡ No. 102.

§ C. 79441/30 [No. 33]: not printed.

|| C. 89441/31 [No. 6]: not printed.

¶ No. 105.

Pinah, for which £1,500 has been approved, and no steps have been taken to construct a permanent camp there. The position is set out in the enclosures to our letter of the 18th of April,* which has been sent to you since you wrote your letter. You will see that the High Commissioner has been told that the question of spending a further sum of £12,500 on permanent accommodation in the Jordan Valley must await the annual review of the garrison, which should shortly come up before the Committee of Imperial Defence.

I am afraid that I do not understand the last paragraph of your letter. The 30 troopers were added to the establishment of each mounted squadron in 1930, and no further increase is proposed. You will see from our letter of the 17th of January, 1930,† that provision for the increase was made in the 1930 Estimates as submitted to and approved by the Treasury. I assume that you do not wish us to comment further on this increase. Treasury letters S. 33494 of the 22nd of January, 1930,‡ and 15th of March, 1930,§ and the 16th of January, 1931,|| refer.

We are sending a telegram to the Acting High Commissioner asking him to expedite the further information we require regarding these estimates.

Yours, &c.,
F. J. HOWARD.

C 89484/31 [No. 15].

No. 108.

MR. F. P. ROBINSON (TREASURY)

to

MR. F. J. HOWARD (COLONIAL OFFICE).

[Answered by No. 115.]

(S. 35961/06/31.)

DEAR HOWARD, Treasury Chambers, Whitehall, S.W.1, 22nd May, 1931.

I AM much obliged for your letter of the 15th May,¶ furnishing explanations on the points raised in my letter of the 7th April** on the Trans-Jordan Frontier Force Estimates.

We agree to the expenditure under Head XIX. Items 92 and 105, and Head XXVII, Items 1, 2, and 3—also to the item of £400 referred to in paragraph 3 (k) of Colonial Office letter of 17th February, 1931.††

The matter dealt with in Colonial Office letter of the 20th May‡‡ which has just come in, is covered by the above semi-official approval.

The outstanding items, on which we will await a further communication, are Head XIX, Items 31, 32, 33, 61, 96, and 106 and Head XXVII, 5, 6, 8, 9, and 10. We should also prefer to leave over the expenditure of £10,000 on permanent accommodation at Rosh Pinah for further consideration.

We will ask you to take up the question of official Treasury approval, when the outstanding points mentioned above have been settled.

Yours, &c.,
F. P. ROBINSON
(for W. R. L. T., on leave).

* C. 89408/31 [No. 11]: not printed.

† No. 68 in Middle East No. 33.

‡ No. 130 in Middle East No. 33.

¶ No. 107.

† No. 66 in Middle East No. 33.

§ No. 80 in Middle East No. 33.

** No. 103.

†† No. 100.

‡‡ C. 89443/31 [No. 2]: not printed.

C. 89484/31 [No. 16].

No. 109.

AIR MINISTRY to COLONIAL OFFICE.

SIR,

Air Ministry, London, W.C.2, 26th May, 1931.

WITH reference to your letter of the 15th ultimo,* I am commanded by the Air Council to request you to inform the Secretary of State for the Colonies that they concur in the view of the High Commissioner for Palestine that the roads in the camps at Zerka and Ma'an should be kept in good repair. As regards the reconditioning of hutments at Zerka, they would not feel disposed to question the necessity of the work proposed, as it is usually found that when temporary buildings which have been in use for a considerable time are dismantled and re-erected heavy maintenance charges have subsequently to be incurred.

The Council regret that without fuller details they are unable to comment on the estimates of cost, but they see no reason to doubt their reasonableness.

I am, &c.,
B. E. HOLLOWAY.

C. 89484/31 [No. 14].

No. 110.

COLONIAL OFFICE to TREASURY.

[Answered by No. 124.]

SIR,

Downing Street, 28th May, 1931.

WITH reference to the letter from this Department of the 17th February,† regarding the Estimates of the Trans-Jordan Frontier Force for the year 1931, I am directed by Lord Passfield to transmit to you, to be laid before the Lords Commissioners of the Treasury, a copy of a despatch‡ from the High Commissioner for Palestine in which he requests advance approval for the expenditure provided under Item 106 of the draft Estimates for the purchase of a Crossley tender for the Camel Company while on desert operations and for one Buick wireless telegraph tender to replace the present Morris tender which has proved unsuitable.

2. Lord Passfield would be glad to learn whether Their Lordships are prepared to give authority for this expenditure in advance of approval of the Estimates as a whole.

I am, &c.,
O. G. R. WILLIAMS.

C. 89484/31 [No. 17].

No. 111.

TRANS-JORDAN.

THE ACTING HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 1st June, 1931.)

(Secret "A.")

High Commissioner's Office, Jerusalem,

MY LORD,

23rd May, 1931.

I HAVE the honour to refer to Your Lordship's telegram No. 59 of the 14th May,§ regarding the draft Estimates of Trans-Jordan Frontier Force for the year 1931, and to furnish the following information. The references are to the printed draft Estimates.

2. *Items 29 and 30: Local Officers and Educational Officer.*—Item 29 of the draft Estimates provides for the promotion to the rank of Qaid of two local officers who have already held the rank of Rais for five years. This increase in the establishment of Qaids was designed to give effect to part of a general scheme advocated by the Officer Commanding the Frontier Force for ameliorating the conditions of service of local officers in the interests of efficiency.

This general scheme, however, has not yet been fully considered by Government and I propose, therefore, to defer the provision for the two new appointments of Qaid. Item 29 may be reduced accordingly.

* No. 104.

† No. 100.

‡ No. 105.

§ No. 106.

3. In 1930, the Educational Officer was included in Class 2 under the same item as the local officers. Since, however, this officer, who is seconded from the Palestine Department of Education, will not come within the scope of the proposed arrangement, which is described in paragraph 2 of this despatch, it was considered desirable to provide for his emoluments under a separate item of the Estimates, viz., Item 30.

4. The Assistant Engineer, paid from Item 51, is seconded from the Public Works Department of the Trans-Jordan Government, and has hitherto been paid at a fixed rate of £P.360 per annum as an unclassified officer. I agree, on reconsideration, that the proposal for his grading in the salary scale, £P.360—10—480 should be deferred until the new arrangements for Works Services of the Frontier Force, now under consideration, are settled. I refer in this regard to paragraph 5 of Your Lordship's despatch, No. 32 (Trans-Jordan) of the 27th February, 1931.*

The salary scale of this officer in Trans-Jordan is £P.312—12—372. I recommend that his pay in the Frontier Force should be advanced by an increment to the maximum of Trans-Jordan scale, viz., £P.372, as from the 1st January, 1931.

5. The sum of £P.3,000 provided under Item 86 for replacement of mechanical vehicles, is based on allowance for casualties of 10 per cent. of the aggregate value, on purchase, of the vehicles on the strength of the Force. That value is approximately £P.30,000. In view of the severe physical conditions to which these vehicles are exposed, I am of opinion that this margin for replacement is not excessive.

A list of vehicles actually required as replacement in 1931, and an estimate of their cost will follow by an early despatch.

6. With regard to Item 5, Electric Lighting of Samakh Camp, of Head XXVII, Extraordinary Works, I propose that the provision of £P.400 be deferred, pending a decision on the question whether permanent quarters are to be built at the camp. I refer in this connexion to Your Lordship's Secret despatch (Trans-Jordan) of the 17th April, 1931.†

7. As regards Item 10 of Head XXVII, the provision of a concrete store at Ma'an is essential for the storage of the petrol and oil required for the Mechanized Company and for the electric light and pumping plant which serves the camps of the Frontier Force and Royal Air Force. I regret that the necessity for this provision was not foreseen and estimated for when the Mechanized Company was formed.

Sufficient petrol must be stored at Ma'an to maintain the Mechanized Company in the desert at an approximate rate of 40 gallons per car and 40 gallons per car in reserve, besides the requirements of the Power station. The existing store was erected some three years ago to serve the needs of the Camel Company, and it is not capacious enough for the much larger stocks required for the Mechanized Company and the Power station.

I propose, however, to cause the estimate for the work to be examined by the Director of Public Works, and this item should be held in suspense until I address Your Lordship again.

I have, &c.,

M. A. YOUNG,

Acting High Commissioner for Trans-Jordan.

C. 89484/31 [No. 18].

No. 112

TRANS-JORDAN.

THE SECRETARY OF STATE to THE ACTING HIGH COMMISSIONER.

(Sent 12 noon, 10th June, 1931.)

TELEGRAM.

No. 78. Your despatch 342, 16th April.† I approve expenditure of £P.400 and £P.150 on animal allowances and compensation to owners.

I also approve purchase of remaining privately-owned animals for which £P.5,000 is provided in the Estimates. Purchase should be completed as quickly as possible in order to avoid further charges on account of allowances and compensation.—PASSFIELD.

* C. 89441/31 [No. 8]: not printed.

† C. 89408/31 [No. 10]: not printed.

‡ C. 89443/31 [No. 1]: not printed.

C 89484/31 [No. 19].

No. 113.

COLONIAL OFFICE to AIR MINISTRY.

[Answered by No. 120.]

SIR,

Downing Street, 12th June, 1931.

I AM directed by Lord Passfield to transmit to you, to be laid before the Air Council, a copy of a despatch* from the High Commissioner for Palestine and of a letter† to the Treasury regarding the proposed purchase of a Crossley tender for the use of the Camel Company of the Trans-Jordan Frontier Force while on desert operations, and of a Buick wireless tender to replace the present Morris tender which has proved unsatisfactory.

2. It is understood that the Lords Commissioners of the Treasury are not prepared to approve the purchase of a Buick wireless tender unless it is definitely established that no British-made car would fulfil the requirements of the Trans-Jordan Frontier Force in this respect. Lord Passfield would accordingly be glad to be furnished with the observations of the Air Council as to the suitability of a British-made car for this purpose.

I am, &c.,

O. G. R. WILLIAMS.

C. 89484/31 [No. 20].

No. 114

COLONIAL OFFICE to TREASURY.

[Answered by No. 116.]

SIR,

Downing Street, 12th June, 1931.

WITH reference to the letter from this Department of the 17th of February,‡ regarding the Estimates of the Trans-Jordan Frontier Force for 1931, I am directed by Lord Passfield to transmit to you, to be laid before the Lords Commissioners of the Treasury, the accompanying copies of correspondence§ regarding certain items of these Estimates.

2. It will be observed that it is proposed to defer the question of the promotion of two local officers, for which provision was made under Items 30 to 32 of the Estimates enclosed with the letter under reference, until the general scheme suggested by the Officer Commanding the Trans-Jordan Frontier Force for bettering the conditions of service of local officers has been considered. The establishment of local officers will, therefore, remain as in the previous year, namely, Class 1, 1; Class 2, 6; and Class 3, 15; in addition to the Educational Officer, Class 2, who is now shown separately. The amount provided, namely, £P.5,656 (£P.5,392 + £P.264) for the pay of local officers can therefore be reduced to £P.5,488.

3. With regard to the Assistant Engineer (Item 61), Lord Passfield sees no objection to the High Commissioner's modified proposal.

4. As regards Head XXVII of the Estimates—Trans-Jordan Frontier Force Extraordinary—Their Lordships will observe that it is now proposed to defer the question of installing electric lighting at Samakh pending the decision as to the retention of that place as a permanent camp, and a further despatch is promised with regard to the erection of petrol stores at Ma'an. No further information with regard to Item 6—Recreational Training Ground at Samakh—has been furnished, but the Secretary of State considers that this question also must await a decision as to the retention of a permanent camp at that place.

5. Lord Passfield would now be grateful if Their Lordships would give Their approval for the Estimates as submitted by the High Commissioner, modified in the light of the letter from this Department of the 17th of February and of this letter, the items on which further information is promised being deferred.

I am, &c.,

O. G. R. WILLIAMS.

* No. 105.

† No. 110.

‡ No. 100

§ Nos 102, 109, and 111.

136

C. 89484/31 [No. 21].

No. 115.

MR. F. J. HOWARD (COLONIAL OFFICE)

to

MR. W. R. L. TRICKETT (TREASURY).

DEAR TRICKETT,

Downing Street, 12th June, 1931.

THANK you for your letter S.35961/06/31 of the 22nd May,* about the Trans-Jordan Frontier Force Estimates for 1931. We are sending you an official letter with regard to the outstanding items.

As regards the £10,000 provided for permanent accommodation at Rosh Pinah, £1,500 of this has already been approved for temporary accommodation; the balance of £8,500 is included in the sum of £12,550 mentioned in paragraph 4 of our letter of the 17th of February,† which sum it is not proposed to spend until the question of the retention of the detachments in the Jordan Valley has been settled.

Yours, &c.,
F. J. HOWARD.

C. 89484/31 [No. 22].

No. 116.

TREASURY to COLONIAL OFFICE.

[Answered by No. 126.]

(S. 35961/06/31.)

SIR,

Treasury Chambers, 20th June, 1931.

I have laid before the Lords Commissioners of His Majesty's Treasury Mr. Flood's letter of the 17th February, 1931,† and Mr. Williams's letter of the 12th instant,‡ together with the accompanying copy of correspondence regarding the draft Estimates of the Trans-Jordan Frontier Force for the year 1931; and Their Lordships direct me to request you to convey to the Secretary of State the following reply.

2. My Lords withhold sanction for the expenditure proposed under Items 103 and 106 of Head XIX and under Items 5, 6, and 10 of Head XXVII of the Estimates.

3. Subject as above, My Lords approve the Estimates, as modified in respect of Items 15, 16, 17, 18, and 71 of Head XIX and Items 1, 2, 3, 4, and 7 of Head XXVII by Mr. Flood's letter of the 17th February, and as modified in respect of Items 30, 31, 32, and 61 of Head XIX by Mr. Williams' letter of the 12th instant.

4. I am to add with reference to paragraphs 3 (j) and (k) of Mr. Flood's letter of the 17th February that My Lords approve the provision of £P.250 for allowances during training to officers of the proposed reserve of officers subject to Their Lordships' prior sanction being obtained for expenditure therefrom, and also the provision of £P.400, to meet the pay and allowances of British officers who have returned from duty with the Frontier Force and cannot at once be absorbed into their British units.

I am, &c.,
G. C. UPCOTT.

C. 89484/31 [No. 23].

No. 117.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

[Answered by No. 123.]

(Secret.)

SIR,

Downing Street, 9th July, 1931.

I HAVE the honour to refer to your despatch No. 140 of the 15th of November,§ submitting the draft Estimates for the Trans-Jordan Frontier Force for the year 1931.

2. As you are already aware provision was made in the supplementary Estimate for the Colonial and Middle Eastern Services Vote which was presented to Parliament last year for the expenditure which, it was anticipated, would fall to be met from the British Exchequer up to the 31st of March, 1931. As recurrent expenditure would

* No. 108.

† No. 100.

‡ No. 114.

§ No. 97.

137

appear to be more or less constant throughout the year, the Trans-Jordan Frontier Force Estimates—Head XIX—for the calendar year 1931 have been taken as a basis for calculating the amount to be included in the Colonial and Middle Eastern Services Vote as a Grant-in-Aid of the Trans-Jordan Frontier Force for the financial year 1931-32. With regard to Head XXVII the whole cost of capital works in Palestine now falls to be met from Palestine funds, and the whole cost of capital works in Trans-Jordan is met by His Majesty's Government. For the purpose of calculating the amount of the Grant-in-Aid, therefore, the cost of capital works in Palestine is omitted. As regards capital works in Trans-Jordan provision to the extent of £3,920 was made for the calendar year 1931 in the Estimates of the Force as submitted by you. This amount covered the following services, viz. :—

Service No.	£
7. Pumping plant, Zerka	1,500
8. Reconditioning hutments, Zerka	1,100
9. Roads at Zerka and Ma'an Camps	1,000
10. Erection of petrol stores, Ma'an	200
11. Recreational training ground, Ma'an... ..	120
	£3,920

As you informed me in your telegram No. 8 of the 31st of January,* that the full amount of £2,300 for the pumping plant at Zerka would be expended before the 31st of March, 1931, this service has not been taken into account in calculating the amount of the Grant-in-Aid for 1931-32. The expenditure to be met by His Majesty's Government from that grant in respect of capital works in Trans-Jordan is, therefore, £2,420 only, (£3,920 less the sum of £1,500 provided for the pumping plant) but, in this connexion, please see paragraphs 8, 9, and 10 of this despatch.

3. I have the following comments to make on the Estimates as submitted in your despatch under reference :—

Items 15-18.—I would invite your attention to the correspondence terminating with my Confidential despatch of the 5th of December,† regarding the promotion of the Signalling Officer and the Quartermaster, to the rank of Captain. In view of that correspondence these two posts should now be shown with the pay appropriate to that of Captain (£P.600—50—£P.700) with no duty allowance. As regards Items 19 and 20, I have to refer to Mr. Young's despatch Confidential A of the 23rd of May,‡ regarding the promotion of the Paymaster to the rank of Captain. No duty allowance will of course be payable to this officer on his promotion. In the Estimates for next year this post also should be shown with the rate of pay appropriate to the rank of Captain.

Item 22. Warrant Officers.—I have already conveyed to you in my despatch No. 24 of the 10th of February,§ my approval of the regrading as a Warrant Officer of the post of Staff Sergeant in charge of the Headquarters Mechanical Transport workshops.

Item 29.—In view of the fact that certain officers shown to be in receipt of Compensatory Allowances have been promoted, some saving will result under this item.

Items 31, 32, and 33.—In view of your decision to defer consideration of the proposals for ameliorating the conditions of service of local officers, the establishment of local officers will remain as in the previous year, the Education Officer now being shown separately. The approved Estimates under these items will, therefore, be as follows :—

	£P.
1. Class I (£P.300—10—£P.400)	400
6. Class II, £P.264	1,584
15. Class III, £P.216	3,240
Education Officer, Class II	264
	£P.5,488

Items 37, 39, 42, 48, 50, 52-57.—I approve the changes for which provision is made under these items.

* No. 99. † C. 79414/30 [No. 26] : not printed ‡ C. 89414/31 [No. 6] : not printed.
§ P.F. 35971 [No. 32] : not printed.

Item 61. Assistant Engineer.—I note from your despatch Secret A of the 23rd of May,* that the Assistant Engineer is seconded from the Trans-Jordan Public Works Department in which he is on the scale £P.312—12—£P.372. I approve your recommendation that his pay in the Trans-Jordan Frontier Force should be advanced by one increment to bring it up to the Trans-Jordan scale, namely, £P.372, as from the 1st of January, 1931.

Item 71. Passages.—In view of the fact that only two vacancies for British officers existed at the beginning of this year, the provision made for passages would appear to be excessive. The amount under this item has accordingly been reduced to £P.300.

With regard to *Item 103*—Purchase of Searchlights and Generator Sets—I would invite your attention to paragraph 6 of my despatch No. 32 of the 27th of February,† in which I asked for an explanation with regard to the expenditure incurred on this service. In the meantime I withhold approval of the expenditure proposed under this item.

Under *Item 106* the sum of £P.1,900 is inserted for the purchase of one Crossley tender for use on desert operations and for a Buick wireless tender to replace the present Morris tender which has proved unsuitable. The Lords Commissioners of the Treasury are not prepared to approve the purchase of a Buick wireless tender unless it is definitely proved that no British car will fulfil the requirements of the Trans-Jordan Frontier Force in this respect. The matter is now the subject of correspondence with the Air Ministry, and in the meantime I withhold sanction for the expenditure proposed under this item.

4. As you are aware from separate despatches which have been addressed to you, Captains Montgomery and Sillery were not absorbed into their British Regiments until some time after the termination of their two years' secondment to the Trans-Jordan Frontier Force. In these circumstances their pay and allowances at British Army rates remained a charge against Trans-Jordan Frontier Force funds until they were restored to the establishment of their British units. In the Estimates as submitted to and approved by the Lords Commissioners of the Treasury, provision to the extent of £P.400 was made to meet the pay and allowances of British officers awaiting absorption into their British units.

5. In my Confidential despatch of the 30th April,‡ I have informed you that I approve in principle the creation of a Reserve of British Officers for the Trans-Jordan Frontier Force. I anticipate that the amount required for outfit allowances for officers appointed to the Reserve can be met from the provision made under *Item 67*. I have, however, caused an additional sum of £P.250 to be inserted for the allowances payable to officers of the Reserve during their periods of annual training. No expenditure on this service should, however, be incurred until the detailed scheme for the creation of the Reserve of Officers has received my approval.

6. With regard to Head XXVII. I observe that £P.17,325 has been inserted for capital works in Palestine and £P.3,920 for capital works in Trans-Jordan. Of the amount provided for capital works in Palestine the sum of £P.2,800 is shown as a revote from the provision for temporary accommodation approved in 1930, and the sum of £P.14,050 represents the cost of (a) improvements in the temporary accommodation at Beisan, Samakh and Jisr Mejamieh, and (b) the construction of a new camp at Rosh Pinah.

Expenditure of a sum of £P.1,500 for temporary accommodation at Rosh Pinah has already been approved, and the balance of £P.12,550 (i.e., £P.14,050 less £P.1,500) would not be required in the event of it being decided to withdraw the attachments from these four camps. The question of the retention of these four camps and the improvement of the accommodation is the subject of separate correspondence, but I have now conveyed to you in my telegram No. 88 of the 30th June,§ approval of the expenditure of a sum not exceeding £P.2,500 on the provision of stabling at Beisan, Jisr Mejamieh, and Rosh Pinah, as an urgent and necessary measure.

7. With regard to *Item 5*, Electric Lighting of Semakh Camp, I note from paragraph 6 of your despatch Secret A of the 23rd of May,* that you propose to defer this service pending a decision on the question whether permanent quarters are to be built at the camp. No further information was given in that despatch with regard to *Item 6*—Recreational Training Ground, Samakh, and I consider that this matter also should await a decision as to the retention of a permanent camp at this place.

* No. 111. † C. 89441/31 [No. 8]: not printed. ‡ C. 89495/31 [No. 4]: not printed.
§ C. 89408/31 [No. 18]: not printed.

8. With regard to capital works in Trans-Jordan, I approve the revote of the amount unexpended in 1930 for the pumping plant at Zerka. I would, however, invite your attention to the remarks made in the second paragraph of this despatch regarding this item.

9. In the light of the information given in your despatch No. 221 of the 14th of March,* I approve of the reconditioning of the hutments at Zerka and the metalling and tarring of certain portions of the roads at Zerka and Ma'an Camps for which provision is made under *Items 8 and 9* of Head XXVII. I also approve the construction of a squash court at Ma'an, for which provision is made under *Item 11*.

10. With regard to *Item 10*—Erection of Petrol Stores, Ma'an, I shall await the further despatch promised in the last paragraph of your despatch Secret A of the 23rd of May.

11. Subject to the above remarks and reservations, I now approve the Estimates as submitted to me in your despatch No. 140 of the 15th of November last.† The references to the various items are to the Estimates as submitted in that despatch, and not to the printed Estimates in which the items are numbered differently. This discrepancy is likely to lead to confusion, and I shall be glad if you will endeavour to arrange that next year the estimates as submitted to me separately and as printed in the Palestine Estimates, are identical.

12. I am to add that a sum of £141,000 has accordingly been inserted under Sub-Head J (2) of the Estimates for Colonial and Middle Eastern Services for the year 1931 as a Grant-in-aid of the Trans-Jordan Frontier Force. This amount represents approximately three-quarters of recurrent expenditure plus the cost of capital works in Trans-Jordan.

I have, &c.,
PASSFIELD.

C. 89484/31 [No. 24].

No. 118

TRANS-JORDAN.

THE HIGH COMMISSIONER TO THE SECRETARY OF STATE.

(Received 13th July, 1931.)

(Secret "A.") High Commissioner for Trans-Jordan,
MY LORD, Jerusalem, 4th July, 1931.

I HAVE the honour to refer to my despatch Secret "A." of the 23rd May,‡ in regard to the draft Estimates of the Trans-Jordan Frontier Force for the year 1931.

2. In paragraph 5 further information was promised regarding replacements to mechanical transport.

I am now advised by the Officer Commanding, Trans-Jordan Frontier Force, that no replacements will be required during the current year.

In the circumstances, the provision under *Item 86* [? 96] of Head XIX may be deleted.

I have, &c.,
J. R. CHANCELLOR,
High Commissioner for Trans-Jordan.

C. 89484/31 [No. 25].

No. 119.

COLONIAL OFFICE TO TREASURY.

SIR, Downing Street, 31st July, 1931.

WITH reference to the letter from this Department of the 17th of February,§ regarding the Estimates of the Trans-Jordan Frontier Force for the year 1931, I am directed by Lord Passfield to transmit to you to be laid before the Lords Commissioners of the Treasury, the accompanying copy of a despatch|| from the High Commissioner for Trans-Jordan from which it appears that no replacements of mechanized

* No. 102. † No. 97. ‡ No. 111. § No. 100. || No. 118.

140

vehicles will be required this year and that the amount provided for this service under Item 96, Head XIX, of the Palestine Estimates may be deleted. This will result in a saving of £P.2,250 (three-quarters of £3,000) on the provision made in the Colonial and Middle East Services Estimates for the Grant-in-Aid of the Trans-Jordan Frontier Force.

I am, &c.,
H. BECKETT.

C. 89484/31 [No. 27].

No. 120.

AIR MINISTRY to COLONIAL OFFICE.

(Secret.)

SIR, Air Ministry, London, W.C.2, 5th September, 1931.
WITH reference to your letters of the 12th June* and 31st August, 1931,† I am commanded by the Air Council to acquaint you, for the information of the Secretary of State for the Colonies, that the delay which has occurred is regretted, but it had been hoped that trials of a Humber Snipe car in Palestine would have proved that this vehicle would have made a satisfactory replacement for the Buick wireless tender. Unfortunately this has not proved the case, as trouble has been experienced with carburation and radiator cooling.

2. A representative from the makers has now proceeded to Palestine to embody major modifications designed to overcome these defects, and it is hoped that a report will be available in about a month's time.

3. If the report should not be favourable the Air Council regret that they know of no standard British car which would be a suitable replacement for the Buicks now employed on the work with the Trans-Jordan Frontier Force.

I am, &c.,
S. DANNREUTHER.

C. 89484/31 [No. 28].

No. 121.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE ACTING HIGH COMMISSIONER.

(Sent 4.30 p.m., 11th September, 1931.)

TELEGRAM.

No. 112. TRANS-JORDAN Frontier Force Estimates, Item 106. I now approve purchase of Crossley tender. Please forward indent and specification to Crown Agents as soon as possible. Proposed purchase of Buick wireless tender must be held up pending trials of a Humber Snipe now being made by Air Ministry.—THOMAS.

C. 89484/31 [No. 29]

No. 122.

AIR MINISTRY to COLONIAL OFFICE.

(Secret.)

SIR, Air Ministry, London, W.C.2, 18th September, 1931.
I am commanded by the Air Council to refer to this Department's letter of the 5th September,‡ on the subject of the proposed purchase of a Buick wireless tender for the Trans-Jordan Frontier Force and to acquaint you, for the information of the Secretary of State for the Colonies, that they have received representations from the Air Officer Commanding, Trans-Jordan and Palestine that inconvenience is being experienced owing to the delay in the replacement of the Morris wireless tender which has proved unsatisfactory.

The Air Officer Commanding also points out that the Trans-Jordan Frontier Force at present possess seven Buick chassis and that the introduction of one car of a new type would involve complications in regard to spare parts and the tuition of native drivers.

* No. 113.

† C. 89484/31 [No. 26]: not printed.

‡ No. 120.

141

In these circumstances and as the Council are not in a position to say whether the Humber Snipe will, when the present defects have been remedied, be suitable for continuous work in the desert without extended trials, they feel compelled to recommend the purchase of the Buick car.

They trust, however, that it will be possible before the Buick cars now in use in the Trans-Jordan Frontier Force need replacement to find a suitable car of British manufacture and propose to continue trials of any types which appear to be capable of meeting requirements.

A copy of this letter has been sent to the Treasury.

I am, &c.,
J. A. WEBSTER.

C. 89484/31 [No. 30].

No. 123.

TRANS-JORDAN.

THE ACTING HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 21st September, 1931.)

[Answered by No. 129.]

(Secret.)

High Commissioner for Trans-Jordan,
Jerusalem, 9th September, 1931.

SIR, I HAVE the honour to refer to paragraph 10 of Lord Passfield's Secret despatch of the 9th July, 1931,* on the subject of the draft Estimates of the Trans-Jordan Frontier Force for the year 1931, and to inform you that the estimate for the work of constructing a petrol store at Ma'an has been examined by the Director of Public Works.

2. It is now estimated that the construction of the store will cost £P.130 instead of £P.200 which is the amount provided under Item 10 of the Estimates for Extraordinary works of the Force (Head XXVII of the Estimates 1931).

3. The necessity for constructing the store was explained in paragraph 7 of my despatch Secret A. of the 23rd May,† and I shall be grateful if approval may now be given for the work to be put in hand.

I have, &c.,
M. A. YOUNG,
Acting High Commissioner
for Trans-Jordan.

C. 89484/31 [No. 34].

No. 124.

TREASURY to COLONIAL OFFICE.

(S. 35961/06/31.)

SIR, Treasury Chambers, 3rd October, 1931.

THE Lords Commissioners of His Majesty's Treasury have had before Them Mr. Williams' letter of the 28th May, 1931,‡ relative to the expenditure of £P.1,900 for which provision is made in Item 106 of Head XIX of the draft Estimates of the Trans-Jordan Frontier Force, 1931, for the purchase of a Crossley tender for the Camel Company while on desert operations and for one Buick wireless telegraph tender to replace the present Morris tender, which has proved unsuitable. Their Lordships have also had before Them copies of Air Ministry letters dated the 5th§ and 18th September, 1931,|| stating that trials have been carried out in Palestine with a Humber Snipe car, which it was hoped would prove a satisfactory substitute for the proposed Buick wireless telegraph tender. Defects have, however, developed in the course of these trials and remedies have now been put in hand on which a report is still awaited, and it is stated that, should the report be unfavourable, the Air Council know of no other standard British car which would be a suitable substitute for the proposed Buick car.

In the meantime representations have been received from the Air Officer Commanding, Trans-Jordan and Palestine, that inconvenience is being experienced owing

* No. 117.

† No. 111.

‡ No. 110.

§ No. 120.

|| No. 122.

to the delay in the replacement of the Morris wireless telegraph tender, and as the Air Council are not in a position without extended trials to say whether, when the present defects have been remedied, the Humber Snipe car will be suitable for continuous work in the desert, they feel compelled to recommend the purchase of a Buick car.

In these circumstances My Lords agree that a Buick car should now be purchased, and They direct me to request you to convey to the Secretary of State Their formal sanction for expenditure, not exceeding £P.1,900 on the purchase of the Buick wireless telegraph tender and the Crossley tender, for which, as regards the latter, Their sanction has already been conveyed semi-officially to your Department.

Their Lordships trust that before the Buick cars now in use with the Frontier Force need replacement, every effort will be made to find a suitable car of British manufacture, and They are glad to note that it is proposed to continue trials of any types which appear to be capable of meeting requirements.

A copy of this letter has been sent to the Air Ministry.

I am, &c.,
R. V. NIND HOPKINS.

C 89484/31 [No. 35].

No. 125

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Sent 12.45 p.m., 6th October, 1931.)

TELEGRAM.

No. 116. My telegram 112.* I now approve purchase of Buick wireless tender. Expenditure should be kept within provision made under Item 106 of Estimates.—THOMAS.

C. 89484/31 [No. 36].

No. 126.

COLONIAL OFFICE to TREASURY.

[Answered by No. 128.]

SIR, Downing Street, 8th October, 1931.
I AM directed by Mr. Secretary Thomas to refer to your letter S. 35961/06/31 of the 20th June,† on the subject of the Estimates of the Trans-Jordan Frontier Force for the year 1931, and to transmit herewith, to be laid before the Lords Commissioners of the Treasury, a copy of a despatch‡ from the Acting High Commissioner for Trans-Jordan regarding the proposed construction of a petrol store at Ma'an, provision for which to the extent of £200 was included under Item 10 of the draft Estimates for Extraordinary Works.

2. Mr. Thomas will be glad if Their Lordships will now sanction the expenditure of a sum not exceeding £130 on this service.

I am, &c.,
O. G. R. WILLIAMS.

C. 89484/31 [No. 38].

No. 127.

COLONIAL OFFICE to AIR MINISTRY.

SIR, Downing Street, 13th October, 1931.
I AM directed by Mr. Secretary Thomas to refer to Treasury letter No. S. 35961/01/31 of the 3rd of October,§ a copy of which was forwarded direct to the Air Ministry, regarding the purchase of vehicles for the Trans-Jordan Frontier Force.

* No. 121.

† No. 116.

‡ No. 123.

§ No. 124

2. It will be observed that the Lords Commissioners of the Treasury have now approved the expenditure of a sum of £1,900 for the purchase of a Crossley tender for the Camel Company on desert operations and for a Buick wireless telegraph tender to replace the present Morris tender which has proved unsuitable. The Acting High Commissioner for Trans-Jordan has been informed of this decision and has been asked to arrange for indents for the two vehicles to be sent to the Crown Agents for the Colonies. If, however, the Air Council are in possession of all the details of the vehicles required, Mr. Thomas would be glad if they would be good enough to arrange for their purchase and shipment to Trans-Jordan as soon as possible in conjunction with the Crown Agents for the Colonies, to whom a copy of this letter is being sent.

I am, &c.,
O. G. R. WILLIAMS.

C 89484/31 [No. 43].

No. 128.

TREASURY to COLONIAL OFFICE.

(S. 35961/06/31.)

SIR, Treasury Chambers, 14th October, 1931.

I HAVE laid before the Lords Commissioners of His Majesty's Treasury Mr. Williams's letter of the 8th October, 1931,* enclosing a copy of a despatch from the Acting High Commissioner for Trans-Jordan regarding the proposed construction of a petrol store at Ma'an, provision for which to the extent of £200 was included under Item 10 of Head XXVII of the draft Estimates of the Trans-Jordan Frontier Force for the year 1931.

In reply My Lords direct me to request you to convey to the Secretary of State Their sanction for the expenditure of a sum not exceeding £130 on this service.

I am, &c.,
R. V. NIND HOPKINS.

C. 89484/31 [No. 44].

No. 129.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE ACTING HIGH COMMISSIONER.

(Secret.)

SIR, Downing Street, 23rd October, 1931.

I HAVE the honour to refer to your Secret despatch of the 9th of September,† and to inform you that I approve the expenditure of a sum not exceeding £130 on the construction of a petrol store for the Trans-Jordan Frontier Force at Ma'an, provision for which was included under Head XXVII, Item 10, of the Estimates for 1931.

I should be glad if you would arrange for the work to be put in hand at once and construction completed before 31st March next.

I have, &c.,
J. H. THOMAS.

C. 89506/31 [No. 5].

No. 130.

TRANS-JORDAN.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 14th December, 1931.)

[Answered by No. 131.]

(Confidential.)

SIR, High Commissioner's Office, Jerusalem, 5th December, 1931.

WITH reference to Mr. Young's telegram No. 80 of the 24th October,‡ I have the honour to transmit herewith for your approval the draft Estimates§ of the Trans-

* No. 126

† No. 123.

‡ C. 89506/31 [No. 2]: not printed.

§ See page 18.

Jordan Frontier Force and Trans-Jordan Frontier Force Extraordinary Works, for the three months ending the 31st March, 1932.

2. Under the Sub-head—Personal Emoluments, the provision shown for each item represents a quarter of the provision for a full year on the basis of existing approved establishments with due increase in respect of normal increments.

3. Schedules are attached to the draft Estimates showing (a) the actual expenditure on each item in the first quarter of 1931, (b) a quarter of the provision in 1931, and (c) the estimated expenditure during the first quarter of 1932.

Every effort has been made to reduce to a minimum expenditure for the first quarter of 1932, and it will be seen that the proposed expenditure exceeds that approved for the first quarter of 1931 only in respect of Item 67: Forage, and Item 94: Purchase of Vehicles for Mechanisation.

The increase in the first case is due to the higher prices for barley and hay payable under the contract made in July, 1931, for the ensuing year and the provision of £P 3.200 cannot be reduced.

The increase in the second case is due to the fact that indents already placed for mechanical vehicles have not yet been filled and it is therefore anticipated that the charges will fall to be paid during the three months in question.

4. With regard to the Estimates for Extraordinary Works, your predecessor in his Secret despatch dated the 2nd October* approved the expenditure of £P.10.500 on the completion of semi-permanent camps at Samakh, Beisan, Jisr Mejamieh, and Rosh Pinah. It is anticipated that of this provision £P.4,275 will be expended in the first quarter of 1932.

Provision has been re-inserted for electric lighting and a recreational training ground at Samakh: Item 5 and 6. Your approval of these works was sought in Mr. Young's despatch Secret A dated the 7th November.†

I have, &c.,
A. G. WAUCHOPE,
High Commissioner
for Trans-Jordan.

C. 89506/31 [No. 6].

No. 131.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Confidential.)

SIR,

Downing Street, 6th January, 1932.

I HAVE the honour to acknowledge the receipt of your Confidential despatch of the 5th of December,‡ and to inform you that I approve the draft Estimates of the Trans-Jordan Frontier Force for the three months ending the 31st March, 1932. I also approve the draft Estimates of the Trans-Jordan Frontier Force Extraordinary, with the exception of Item 5: Electric lighting, Samakh Camp; and Item 6: Recreational Training Ground, Samakh, regarding which a further despatch will be addressed to you as soon as possible.

2. In connexion with the Estimates, I have to invite your attention to my predecessor's Confidential despatch of the 15th September§ regarding the establishment of British officers in the Force, and to request that, when the Estimates for the next financial year are submitted to me, the ranks of "Major" and "Captain," Items 7 and 13, may be omitted. I would also observe, with regard to Item 61, that one-quarter of the approved Estimates for 1931 is £75 and not £125.

I have, &c.,
P. CUNLIFFE-LISTER.

* C. 89408/31 [No. 24]: not printed.

‡ No. 130.

† C. 89484/31 [No. 46]: not printed.

§ C. 89414/31 [No. 9]: not printed.

C. 89506/31 [No. 9].

No. 132.

COLONIAL OFFICE to TREASURY.

SIR,

Downing Street, 21st March, 1932.

I AM directed by Secretary Sir Philip Cunliffe-Lister to refer to the letter from this Department of the 14th of January* forwarding copies of the Trans-Jordan Frontier Force Estimates for the three months ending the 31st March, 1932.

2. With regard to the recurrent expenditure, Their Lordships will observe that the amounts provided under the various items represent in nearly all cases a quarter of the provision made for the calendar year 1931.

3. With regard to capital expenditure in Palestine, provision is made under the first four items for expenditure which will be incurred before the 31st of March, 1932, on construction of the camps in the Jordan Valley. A sum not exceeding £10,500 on this service was approved in Treasury letter No. S. 28979/02/2 of the 16th of September, 1931.† Approval for expenditure on Item 5, Electric lighting for Samakh Camp, and Item 6, Recreational Training Ground, Samakh, was given in Treasury letter No. S. 28979/02/2 of the 26th of January, 1932.‡ The only item of capital expenditure in Trans-Jordan is £115 for the erection of a petrol store at Ma'an. Approval for this expenditure was given in Treasury letter No. S. 35961/06/31 of the 14th of October, 1931.§

4. As Their Lordships are aware, provision was made in the Colonial and Middle Eastern Services Estimates 1931-32 for expenditure on the Trans-Jordan Frontier Force which will fall to be met by His Majesty's Government up to the 31st March, 1932. In these circumstances it was not thought necessary to consult Their Lordships officially before conveying to the High Commissioner the Secretary of State's authority for expenditure on the normal recurrent services and on capital works which had already been sanctioned. As, however, the Director of Colonial Audit will, in due course, require to see Their Lordships' formal approval of the expenditure incurred during the three months in question, Sir Philip Cunliffe-Lister would be glad if They would be good enough to give their covering approval of the Estimates as submitted by the High Commissioner.

I am, &c.,
O. G. R. WILLIAMS.

C. 97748/32 [No. 8].

No. 132A.

TREASURY to COLONIAL OFFICE.

(S. 36964.)

Treasury Chambers, 31st March, 1932.

SIR,

I HAVE laid before the Lords Commissioners of His Majesty's Treasury Mr. Williams's letter of the 21st instant,|| on the subject of the Estimates for the Trans-Jordan Frontier Force for the three months ending the 31st March, 1932.

In reply I am directed to request you to convey to the Secretary of State Their Lordships' covering approval of the Estimates for the Force as set out in the enclosures to Colonial Office letter of the 14th January, 1932¶.

I am, &c.,
R. V. NIND HOPKINS.

Sub-head J.3.—Trans-Jordan Administration (Grant-in-Aid).

C. 79483/30 [No. 2].

No. 133.

TRANS-JORDAN.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 4.47 p.m., 25th October, 1930.)

TELEGRAM.

No. 114. 25TH OCTOBER. Your telegram No. 80,** paragraph (b), Trans-Jordan Administration Estimates, 1931-32. Estimated revenue exclusive of any grant-in-aid, £P.259,500, estimated expenditure recurrent exclusive of Trans-Jordan Frontier Force expenditure or provision for anti-locust campaign if necessity arises in 1931, £P.317,940, extraordinary £P.30,710, or an estimated deficit of £P.89,150. Estimated surplus balance at 31st March, 1931, £P.7,000, on the assumption that grant-in-aid totalling £P.84,000 is paid in respect of 1930-31.

* C. 89506/31 [No. 7]: not printed.

† C. 89484/31 [No. 48]: not printed.

‡ C. 89506/31 [No. 7]: not printed.

† C. 89408/31 [No. 23]: not printed.

§ No. 128.

|| No. 132.

** No. 91.

C. 79483/30 [No. 3].

No. 134.

COLONIAL OFFICE to TREASURY.

SIR,

Downing Street, 30th October, 1930.

I AM directed by Lord Passfield to transmit to you, to be laid before the Lords Commissioners of the Treasury, the accompanying copy of a telegram to the High Commissioner for Trans-Jordan dated the 14th of October,* together with a copy of Sir John Chancellor's telegram in reply dated the 25th of October,† on the subject of the provision necessary in the Colonial and Middle Eastern Services Vote for 1931 in respect of Sub-head J.3—"Contribution to expenses of Trans-Jordan Administration (Grant-in-Aid)."

2. I am to observe that the estimated deficit of £P.89,150 in the financial year 1931-32 does not take into account:—

- (a) the estimated surplus balance of £7,000 at the 31st of March, 1931;
- (b) any provision for expenditure on the anti-locust campaign;
- (c) provision for a working balance at the 31st March, 1932.

3. As regards (a) inquiries will be made from the High Commissioner to ascertain if, in arriving at the estimate of the surplus balance at the 31st March, 1931, provision has been made for the additional expenditure in respect of tribal control measures which Their Lordships have recently approved.

Some reduction in expenditure may also be expected, it is hoped, as a result of the proposal to send an expert to Palestine and Trans-Jordan to inquire into the methods of administration and questions of staff.

4. Pending the receipt of further details it is proposed, subject to Their Lordships' concurrence, to insert a provisional amount of £P.90,000 as a Grant-in-Aid under Sub-head J.3 for 1931. This figure has been arrived at as follows:—

	£
Deficit in 1931	89,150
Add working balance at 31st March, 1932	4,000
	93,150
Less working balance at 31st March, 1931	7,000
	86,150
(If a Grant-in-Aid of £84,000 is issued in 1930)	3,850
Add provision for locust campaign less economies	
	£90,000

I am, &c.,
O. G. R. WILLIAMS.

C. 79483/30 [No. 4].

No. 135.

TRANS-JORDAN.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 10th November, 1930.)

[Answered by No. 139.]

(Reserved. No. 130.)

High Commissioner for Trans-Jordan,

MY LORD,

Jerusalem, 1st November, 1930.

I HAVE the honour to refer to my telegram No. 114 of the 25th October, 1930,† regarding the estimates of the Revenue and Expenditure of the Trans-Jordan Administration for the financial year 1931-32.

2. The British Resident, Amman, has been requested to furnish detailed estimates as early as possible, but, in the meantime, I enclose for Your Lordship's information copies of two Schedules setting out the total estimated Revenue and Expenditure for 1931-32 under their several Heads.

3. I am not yet in a position to comment on the forecast of Revenue submitted by the British Resident in Schedule A, but I append the following interim notes regarding the Estimates of Expenditure in Schedule B.

(i) *Head I. Civil List.*—Provision of £P.1,000 has been reinserted for the Amir Tallal, vide paragraph 5 (a) of Sir Spencer Davis's despatch Trans-Jordan No. 86 of the 9th August, 1930.†

* No. 91.

† No. 133.

‡ No. 148 in Middle East No. 33.

This matter is receiving my consideration and I shall address a further despatch to Your Lordship upon the subject in due course.

(ii) *Head XVI A. Public Works Recurrent.*—There is an increase of £P.6,720 under this Head as compared with the draft Estimates for 1930-31. Of this increase, the sum of £P.4,000 is due to the provision of £P.13,000 for road maintenance as against £P.9,000 in 1930-31.

(iii) *Head XX. Police and Prisons.*—Provision is made under this Head for two new items (*vide* my telegram No. 55 dated the 21st August, 1930*)—

	£P.
(a) Desert Intelligence Service	10,122
(b) Post at Mudawwara	758

These items are made up as follows:—

(a) <i>Desert Intelligence Service.</i>	£P.
Personal Emoluments	3,892
Maintenance and repair of cars, petrol, &c.	3,500
Clothing	330
Secret Service Fund	2,000
Ammunition	400

£P.10,122

(b) *Mudawwara Fort.*

Personal Emoluments	504
Transport	200
Forage	54

£P.758

(iv) *Head XXIX. Public Works Extraordinary.*—Under this Head provision is included for the following special works for the improvement of desert communications asked for by the Imperial Forces.

	£P.
(a) Wiring Ma'an-Akaba road	3,000
(b) Improvement of desert tracks	2,000

(v) *Head XXX. Posts, Telegraphs, and Telephones Extraordinary.*—The provision under this Head includes a sum of £P.5,730 for the construction of special public security lines between Palestine and Trans-Jordan.

(vi) *Head XXXIV.*—Provision is made under this Head for the purchase of an estate for His Highness the Amir Abdullah, *vide* the correspondence terminating with Sir Spencer Davis's Confidential despatch of the 20th September, 1930.†

I have, &c.,

J. R. CHANCELLOR,

High Commissioner
for Trans-Jordan.

Enclosure 1 in No. 135.

SCHEDULE A.

REVENUE 1931-32.

	1930-31.	Forecast 1931-32.
	£P.	£P.
Customs and Excise	76,000	72,000
Licences, Taxes, &c.	135,040	139,950
Fees of Court or Office, &c.	27,370	27,000
Posts, Telegraphs, and Telephones	15,310	13,000
Government Property	4,600	5,500
Interest	930	600
Sale of State Domains	800	800
Miscellaneous	600	650

£P.260,650 £P.259,500

(Intld.) A. L. K.

* C. 79453/30 [No. 33]: not printed.

† C. 79471/30 [No. 3]: not printed.

Enclosure 2 in No. 135.

SCHEDULE B.

EXPENDITURE FORECAST, 1931-32.

							1930-31.	1931-32.
<i>Recurrent.</i>							£P.	£P.
1.	Civil List	...	...	...	...	...	14,572	14,575
2.	Public Debt	...	...	...	...	...	590	590
3.	Legislature	...	...	...	...	...	4,076	4,080
4.	Pensions and Gratuities	...	...	...	...	...	4,100	4,000
5.	Chief Minister and Interior	...	...	...	...	...	3,927	3,980
6.	District Administration	...	...	...	...	...	7,195	7,500
7.	Legal Department	...	...	...	...	...	15,490	16,000
8.	Sharia Courts	...	...	...	...	...	3,809	3,900
9.	Ministry of Finance	...	...	...	...	...	15,875	16,500
10.	Customs and Excise	...	...	...	...	...	7,828	8,200
11.	Public Health	...	...	...	...	...	11,240	12,000
11A.	Ma'an Quarantine	...	...	...	...	...	115	115
12.	Education	...	...	...	...	...	23,482	24,000
13.	Agriculture, Forests, and Mines	...	...	...	...	...	6,700	7,700
14.	Antiquities	...	...	...	...	...	2,581	2,610
15.	Land Registry	...	...	...	...	...	—	—
16.	Public Works Department	...	...	...	...	...	4,631	5,700
16A.	Public Works Recurrent	...	...	...	...	...	16,980	23,700
17.	Posts, Telegraphs, and Telephones	...	...	...	...	...	12,365	13,000
18.	Surveys	...	...	...	...	...	—	—
19.	Lands	...	...	...	...	...	13,464	14,800
20.	Police and Prisons	...	...	...	...	...	103,148	100,000
	Desert Intelligence Service	...	...	...	...	...	—	10,122
	Post at Mudawwara	...	...	...	...	...	—	758
21.	Miscellaneous	...	...	...	...	...	10,038	11,200
22.	British Resident	...	...	...	...	...	6,995	6,850
23.	Audit	...	...	...	...	...	3,700	4,100
24.	Tribal Control Board	...	...	...	...	...	1,400	1,400
Total Recurrent							£P.294,301	£P.317,380

							1930-31.	1931-32.
<i>Extraordinary.</i>							£P.	£P.
26.	Antiquities	...	...	...	...	...	200	200
29.	Public Works	...	...	...	...	...	5,245	20,780
30.	Posts, Telegraphs, and Telephones	...	...	...	...	...	1,000	6,730
31.	Anti-Locust	...	...	...	...	...	17,000	—
32.	Police and Prisons	...	...	...	...	...	5,530	—
33.	Nejd Arbitration	...	...	...	...	...	2,000	—
34.	Purchase Amir's Estate	...	...	...	...	...	—	3,000
Total Extraordinary							£P.30,975	£P.30,710
Total Expenditure							£P.325,276	£P.348,090

C. 79483/30 [No. 6].

No. 136.

COLONIAL OFFICE to TREASURY.

SIR,

Downing Street, 15th December, 1930.

I AM directed by Lord Passfield to refer to the letter from this Department of the 30th of October,* and to transmit to you, for the information of the Lords Commissioners of His Majesty's Treasury a copy of a despatch† from the High Commissioner for Trans-Jordan regarding the estimates of the Revenue and Expenditure of the Trans-Jordan Administration for the financial year 1931-32.

I am to state that Sir John Chancellor will now have received despatches which will necessitate modification of the 1930-31 column in the second enclosure to his despatch and that Lord Passfield will defer his comments until the detailed estimates have been received with the High Commissioner's recommendations.

I am, &c.,

O. G. R. WILLIAMS.

C. 89444/31 [No. 1].

No. 137.

TRANS-JORDAN.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE

(Received 5th January, 1931.)

[Answered by No. 152.]

(Confidential.)

High Commissioner for Trans-Jordan, Jerusalem,

MY LORD,

27th December, 1930.

I HAVE the honour to refer to Your Lordship's despatch Trans-Jordan Confidential of the 2nd December, 1930,‡ on the subject of the proposal to make a free grant of certain State lands to the Amir Abdullah.

2. I now transmit for Your Lordship's information a copy of a letter from the British Resident, Amman, dated the 17th December, 1930, which deals with the points raised in the second, third, and fourth paragraphs of Your Lordship's despatch under reply.

3. It will be observed:—

- (a) that the special grant of £P.3,000 for the purpose of putting the lands under cultivation is intended, as Your Lordship assumes, for immediate expenditure on the Zor el Khattar and Ain Hommar estates; and
- (b) that there is no intention of approaching His Majesty's Government for a further grant for the purpose of developing the Ghor el Kibid estate if and when the development of that estate becomes practicable.

4. As regards paragraph 4 of Your Lordship's despatch, I invite reference to paragraphs 4, 5, and 12 of my despatch Trans-Jordan Confidential "A" of the 1st March, 1930.§

I there explained that, in addition to the expenses incurred in respect of the maintenance and education of his family, the Amir is called upon to support a number of needy relatives and dependants, that he is expected to contribute lavishly to various funds and charities, and is obliged to give numerous presents on the occasion of the major religious feasts.

I explained further that to these obligations must be added the heavy expenditure to which His Highness is put in the course of his periodical visits to the different tribes and districts in Trans-Jordan, including monetary gifts to many influential but impoverished Bedu Sheikhs.

* No. 134.

† No. 135.

‡ C. 79444/30 [No. 11]: not printed.

§ C. 79444/30 [No. 1]: not printed.

I added that I was satisfied that the Amir's establishment was maintained on a modest scale, without extravagance or ostentation, and that no further curtailment of his personal expenditure was possible.

5. In addition to these considerations a further burden has now been imposed upon His Highness's privy purse by the presence in Amman of his father, ex-King Hussein. The ex-King will continue to be a source of additional expenditure to His Highness as long as he lives at Amman.

6. The approved provision in His Highness's Civil List is barely adequate to meet His Highness's many existing liabilities and bears no margin for the purchase and development of a landed estate.

I strongly urge that the special grant of £P.3,000 may be approved for inclusion in the draft Estimates of the Trans-Jordan Administration for the financial year 1931-32.

I have, &c.,
J. R. CHANCELLOR,
High Commissioner for Trans-Jordan.

Enclosure in No. 137.

(Confidential.)

YOUR EXCELLENCY,

17th December, 1930.

I HAVE the honour to refer to the Secretary of State's Confidential despatch of the 2nd December, 1930, which was transmitted under cover of your No. 830/30 of 15th December, 1930, and refers to the proposal to make a free grant of certain State lands to the Amir Abdullah.

2. It is true that the £P.3,000 for the purpose of putting the land under cultivation is intended for immediate expenditure on the Zor el Kattar and Ain Hommar estates and it is believed that the supervision of these, comprising together some 5,000 dunums, will give reasonable occupation to the Amir's younger son.

3. As regards the Ghor el Kibid, the area of which is in the neighbourhood of 60,000 dunums, no reasonable development can be looked for until such time as a major irrigation scheme is developed by the Palestine Electric Corporation or by some other Company or unless subterranean water is found there at a reasonable depth. When such development takes place, it is not intended that a further call should be made on the Treasury to supply the Amir with funds because he should find no difficulty in raising the necessary capital to develop so favourable a proposition, or in adopting the alternative of leasing the property with a view to increasing his income.

4. As regards paragraph 4 of the Secretary of State's despatch, I would point out that in 1928 the Secretary of State desired to be shown cause why the Amir's Civil List should not be reduced from £13,000 to £10,000 since the major part of his debts had been discharged.

I pleaded that he should be allowed to retain the difference of £3,000 for the following purposes:—

- (a) £1,000 addition to his personal allowance.
- (b) £1,000 for Bedouin affairs.
- (c) £1,000 for acquisition of land.

Mr. Luke, however, did not support my recommendation, considering that £500 would be sufficient for each of (a) and (b).

In his despatch of the 6th November, 1928, the Secretary of State fixed the Amir's Civil List at £12,000 and wrote as follows:—

"I am not disposed to agree to the recommendation that, of the amount provided for the Civil List, £1,000 should be allotted for the acquisition of land, since I think it preferable that the total of the Civil List should be fixed at a reasonable amount, and that the Amir should be left to spend what sum he pleases on the acquisition of land from the total amount available."

5. That Their Lordships should have contemplated that a Civil List of £12,000 would provide a sufficient sum to enable the Amir to acquire land was based on the assumption that the Civil List had been fixed at a reasonable amount, but this was emphatically not the case, and consequently the conditions have not changed as is supposed, but remain as they were.

6. I believe that Your Excellency is now fully aware of the Amir's financial and family difficulties and recognizes the loyalty of his conduct during the past years. In the circumstances I hope that you will be able to arrange that this matter, which the Amir is aware has been recommended by Your Excellency, may be successfully concluded at an early date.

I have, &c.,
C. H. F. Cox,
British Resident.

His Excellency,
The High Commissioner for Trans-Jordan,
Jerusalem.

C. 89444/31 [No. 2].

No. 138.

COLONIAL OFFICE to TREASURY.

[Answered by No. 145.]

SIR,

Downing Street, 24th January, 1931.

I AM directed by Lord Passfield to refer to the letter from this Office of the 30th October last* (Treasury reference 30322), regarding the proposal to make a free grant of certain State lands in Trans-Jordan to the Amir Abdullah, and to transmit to you, to be laid before the Lords Commissioners of the Treasury, the accompanying copy of a despatch† from the High Commissioner for Trans-Jordan on the subject.

2. In the light of Sir John Chancellor's further observations, I am to state that Lord Passfield fully endorses the High Commissioner's proposals and strongly recommends that the proposed gift of State lands and the special grant of £P.3,000 to the Amir should now be approved. It will be observed that provision for this proposed grant is included under Item 34 of the Trans-Jordan provisional Estimates for 1931, a copy of which was enclosed in the letter from this Office of the 15th of December last.‡

I am, &c.,
O. G. R. WILLIAMS.

C. 89483/31 [No. 2].

No. 139.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Sent 10.45 a.m., 24th January, 1931.)

TELEGRAM.

[Answered by No. 140.]

No. 10. YOUR despatch of the 1st November, Reserved No. 130, Trans-Jordan. §
Telegraph when I may expect to receive detailed Trans-Jordan Estimates 1931-32 with your comments.—PASSFIELD.

C. 89483/31 [No. 5].

No. 140.

TRANS-JORDAN.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 9.44 a.m., 27th January, 1931.)

TELEGRAM.

No. 7. YOUR telegram No. 10. || Trans-Jordan Estimates, 1931-32, with my comments will be forwarded by mail of 31st January.

* C. 79444/30 [No. 9]: not printed. † No. 137. ‡ No. 136. § No. 135. || No. 139.

C. 89483/31 [No. 6].

No. 141.

COLONIAL OFFICE to TREASURY.

SIR,

Downing Street, 2nd February, 1931

I AM directed by Lord Passfield to refer to paragraph 3 of the letter from this Office of the 14th of January,* in which a further communication was promised in regard to the provision necessary under the Colonial and Middle Eastern Services Vote, 1931, in respect of the Trans-Jordan share of the cost of the delineation of the Trans-Jordan-Syrian frontier and of the proposed mapping party, and to state that, on the assumption that the Government of Iraq will agree to accept the proportion of the cost of those services suggested in Sir R. V. Nind Hopkins' letter No. S. 30505 of the 3rd of December, 1930,† Lord Passfield has made the following additional provision under Sub-head E.3, Grant-in-Aid of the Trans-Jordan Administration, of the Colonial and Middle Eastern Services Vote, 1931:—

	£
Share of boundary delineation expenses	1,000
Share of expenses of mapping party	1,333
Total	£2,333

and has reduced the provision under Sub-head I.2. Boundary Commission, to £3,000.

2 I am to enclose, for Their Lordships' information, a copy of a telegram‡ from the High Commissioner for Trans-Jordan from which it will be observed that the detailed Estimates of the Trans-Jordan Administration for 1931-32 will be forwarded by the mail of the 31st of January

3. A further communication will be addressed to you as soon as the detailed Estimates have been received and considered in this Department.

I am, &c.,
J. E. W. FLOOD.

C. 89493/31 [No. 6].

No. 142.

COLONIAL OFFICE to TREASURY.

[Answered by No. 146.]

SIR,

Downing Street, 7th February, 1931.

I AM directed by Lord Passfield to refer to the letter from this Office of the 12th of January,§ on the subject of two applications by the High Commissioner for Trans-Jordan for assistance from the Colonial Development Fund. These applications were duly submitted to the Colonial Development Advisory Committee, but, as their Lordships will have observed from the letter from the Secretary of the Committee dated the 2nd February,|| the Committee were unable to recommend the grant of any assistance from the Fund for either of the two services mentioned.

2. In view of the fact that the proposal for the cleaning and repair of the water storage tank at Mafrak is considered by the British Resident to be an important step towards reclaiming good land and increasing the prosperity of Trans-Jordan, and in view of the fact that an annual increase of revenue not far short of the initial expenditure required is likely to result if the scheme is carried out, Lord Passfield is of the opinion that this scheme is one for which funds should be provided and he will be glad if Their Lordships will agree to the provision of £1,000 for this service in the Trans-Jordan Administration Estimates, for 1931, details of which will, it is hoped, be received in this Office from the High Commissioner on the 9th instant.

I am, &c.,
A. C. C. PARKINSON.

* No. 22. † No. 21. ‡ No. 140. § C. 89493/31 [No. 2] : not printed.
|| C. 89493/31 [No. 4] : not printed.

C. 89493/31 [No. 7].

No. 143.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(No. 20.)

SIR,

Downing Street, 9th February, 1931.

I HAVE the honour to refer to your despatch No. 141 of the 22nd November,* forwarding applications for assistance from the Colonial Development Fund in respect of (a) the cleaning and repairing of a rain-water storage tank at Mafrak, and (b) the completion of the Amman-Ma'an telegraph and telephone line, and to inform you that these applications have been considered by the Colonial Development Advisory Committee, but that they were unable to recommend the grant of any assistance from the Fund for either of the services mentioned.

2. In view of the estimate by the British Resident that the annual revenue which may be expected to accrue as a result of the cleaning and repair of the tank at Mafrak should not be far short of the initial expenditure required, and in view of the importance which you attach to the proposal, I am approaching the Lords Commissioners of the Treasury for approval for the inclusion of £1,000 for this service in the Trans-Jordan Estimates for 1931.

I have, &c.,
PASSFIELD.

C. 89483/31 [No. 7].

No. 144.

TRANS-JORDAN.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 9th February, 1931.)

[Answered by No. 153.]

(Reserved.)

(No. 17.)

High Commissioner for Trans-Jordan,

MY LORD,

Jerusalem, 31st January, 1931.

I HAVE the honour to refer to my Reserved despatch Trans-Jordan No. 130 of the 1st November, 1930,† under cover of which I forwarded for Your Lordship's information copies of two Schedules setting out under their several Heads the total estimated Revenue and Expenditure of the Trans-Jordan Administration for the financial year 1931-32.

2. I now transmit for Your Lordship's consideration copies of the following documents:—

- (i) Letter from British Resident, Amman, No. 3383, dated the 7th January, 1931, on the subject of the draft Trans-Jordan Administration Estimates, 1931-32.
- (ii) Statement "A." Abstract showing the actual Revenue for the year 1929-30 and the estimated Revenue for 1930-31 and 1931-32.‡
- (iii) Statement "B." Abstract showing the actual Expenditure for the year 1929-30 and the estimated Expenditure for 1930-31 and 1931-32.‡
- (iv) Statement "C." Summary showing the estimated Surplus at the 31st March, 1932.§
- (v) Statement "D." Statement of Assets and Liabilities as at the 31st March, 1930.||
- (vi) Statement "E." Detailed Schedule of the estimated Revenue and Expenditure of the Trans-Jordan Administration for the financial year 1931-32.¶
- (vii) Explanatory memorandum on the draft Estimates by the British Resident.

* C. 79493/30 [No. 1] : not printed. † No. 135. ‡ See page 55. § See page 57.
¶ Not reprinted. ¶ See page 27.

3. The following abstract shows the estimated Revenue for 1931-32 as compared with the revised Revenue 1930-31:—

	£P.	£P.
1931-32.		385,000
Total Revenue		
Total Revenue	86,700	
less (i) Grant-in-Aid Trans-Jordan Administration	34,450	
(ii) Grant-in-Aid Trans-Jordan Frontier Force		121,150
= Total Revenue less (i) and (ii) ...		263,850
1930-31.		368,996
Total Revenue		
Total Revenue	84,000	
less (i) Grant-in-Aid Trans-Jordan Administration	24,695	
(ii) Grant-in-Aid Trans-Jordan Frontier Force		108,695
= Total Revenue less (i) and (ii) ...		260,301

The estimated revenue, 1931-32, thus shows an increase of £P.3,549 over the revised estimated revenue for 1930-31, omitting, from both estimates, the Grant-in-Aid Trans-Jordan Administration and the Grant-in-Aid Trans-Jordan Frontier Force.

4. The variation in the estimates of Revenue and Expenditure for 1931-32 as compared with the approved Estimates, 1930-31, are set out in detail in Statement "E" and are explained in the British Resident's memorandum (Enclosure II).

The principal increases in expenditure fall under the following Heads:—

	Draft Estimates, 1931-32. £P.	Approved Estimates, 1930-31. £P.	Increase. £P.
Head I. Civil List	14,610	13,572	1,038
Head XI. Public Health Department...	12,646	11,240	1,406
Head XII. Education Department ...	25,496	23,482	2,014
Head XIII. Agriculture, Forests and Veterinary	8,312	6,700	1,612
Head XV "A." Public Works Recurrent ...	23,700	16,980	6,720
Head XVI. Posts and Telegraphs Depart- ment	14,928	12,365	2,563
Head XVII. Lands Department	14,762	13,464	1,298
Head XVIII "E." Desert Patrol	16,813	4,700	12,113
Head XIX. Miscellaneous	11,438	10,038	1,400
Head XXIII. Trans-Jordan Frontier Force	30,909	23,015	7,894

5. (i) *Head I. Civil List.* Increase £P.1,038.—The increase of £P.1,000 under this Head is due to the insertion of provision for an annuity of £P.1,000 for the Amir Tallal.

The Trans-Jordan Legislative Council requested that this provision should be inserted in the revised draft Estimates for 1930-31, and this request was endorsed by the British Resident for the reasons given in the first paragraph of his memorandum on the revised Estimates, a copy of which was forwarded to Your Lordship under cover of Sir Spencer Davis's despatch Trans-Jordan No. 86 of the 9th August, 1930.†

I concur in the British Resident's recommendation that an annuity of £P.1,000 should be provided for the Amir Tallal.

The annuity which is proposed would afford His Highness the Amir Abdullah some further assistance towards meeting his many liabilities, and would place the Amir Tallal in a position of such financial independence that he would no longer be compelled to look exclusively to his father for support.

Your Lordship was unable to approve the insertion of this provision in the Estimates for 1930-31, but I trust that for the reasons explained above, you may be prepared to sanction its inclusion in the draft Estimates for 1931-32.

* See page 57.

† No. 148 in Middle East No. 33.

(ii) *Head XI. Public Health Department.* Increase £P.1,456.—The reasons for this increase are explained in the British Resident's memorandum (Enclosure II).

I endorse the British Resident's recommendation that a small hospital should be established at Irbid in order that adequate medical facilities may be available for the inhabitants of the Ajlun district.

(iii) *Head XII. Education Department.* Increase £P.2,014.—I am in general agreement with the views expressed by the British Resident in his memorandum.

I consider, however, that in view of the urgent need for economy the proposal to establish an agricultural school should, for the present, be deferred. Deletion of the provision which has been included for this project under Items 44, 45, 46, and 56 would result in a saving of £P.1,192.

(iv) *Head XIII. Agriculture, Forests and Veterinary.* Increase £P.1,612.—I endorse the recommendations in the British Resident's memorandum, with the exception of the proposal to regrade the post of Director.

I recommend that the question of regrading this appointment be deferred until the financial outlook has improved and that it should be considered in connexion with the draft Estimates for 1932-33.

(v) *Head XV "A." Public Works Recurrent.* Increase £P.6,720.—The principal increase is under Item 8, Maintenance of Roads, provision for which has been increased from £P.9,000 to £P.13,000. I endorse the British Resident's proposals.

(vi) *Head XVI. Posts and Telegraphs Department.* Increase £P.2,563.—I concur in the British Resident's recommendations.

(vii) *Head XVII. Lands Department.* Increase £P.1,298.—I agree with the recommendation in the British Resident's memorandum except as regards the proposal under Item 7 that the post of the Director of Surveys should be regraded on the scale £P.550—25—750.

I recommend that the regrading of this post be deferred and reconsidered in connexion with the draft Estimates for 1932-33.

(viii) *Head XVIII "E." Police. Desert Patrol.* Increase £P.12,113.—Provision is based on Captain Glubb's revised scheme for Desert Control; see sub-enclosure "E" to enclosure II of my Secret despatch Trans-Jordan dated the 20th December, 1930.*

(ix) *Head XIX. Miscellaneous.* Increase £P.1,400.—I concur in the British Resident's recommendations.

6. I regret that I am unable at the present time to endorse the British Resident's recommendation in his memorandum that the post of Inspector of Antiquities, Head XIV, Item 2, should be regraded from £P.700 to £P.800 per annum.

I propose that the regrading of this post should be reconsidered in connexion with the draft Estimates for 1932-33.

7. Your Lordship will observe that provision has been made under Head XXVII, Extraordinary Expenditure, for the special grant of £P.3,000 to His Highness the Amir Abdullah for the purpose of developing the landed estate which it is proposed to confer upon him. In this connexion, I invite reference to the correspondence terminating with my Confidential despatch of the 27th December, 1930.†

8. Subject to the reservations in paragraphs 5 and 6 of this despatch, I endorse the British Resident's proposals, and trust that the draft Estimates submitted herewith may receive Your Lordship's approval.

I have, &c..

J. R. CHANCELLOR.

High Commissioner for Trans-Jordan.

Enclosure 1 in No. 144.

(No. 3383.)

YOUR EXCELLENCY,

7th January, 1931.

I HAVE the honour to submit herewith the Estimates of Revenue and Expenditure of the Trans-Jordan Administration for the year 1931-32.

2. The estimated expenditure amounts to £P.385,000 and the estimated revenue, excluding the Grant-in-Aid to the Trans-Jordan Administration, to £P.298,300, leaving a deficit of £P.86,700. Your Excellency will observe from Enclosure "C" that in order to have a working balance of £P.4,000 at the commencement of the year 1932-33, it will be necessary to meet the whole of the deficit by a Grant-in-Aid from His Majesty's Government.

* C. 79453/30 [No. 71]: not printed.

† No. 137.

3. The estimated surplus at 31st March, 1931, is £P.4,000, as compared with the forecast of £P.7,000 given in my telegram No. A/223 dated the 25th October, 1930.

The difference is due to the fact that, although the estimated cost of the revised proposals for Trans-Jordan Desert Control involve an expenditure in 1930-31 of £P.7,153 in excess of estimates on which the approved Grant-in-Aid of £P.84,000 is based, the amount of Grant-in-Aid shown in the column of "Revised Estimated Revenue for 1930-31" in Enclosure "A" has not been increased beyond the amount of the Grant-in-Aid sanctioned in the Secretary of State's despatch Secret dated the 4th December, 1930.

4. These draft Estimates have been approved by the Executive Council with the exception of Item 8 of Head 21—Audit Department—under which provision is made for three additional clerks at £P.13- $\frac{1}{2}$ —16 *per mensem*, which they refused to sanction. I am not satisfied that this refusal is justified, and I recommend that the provision for these three posts should remain.

5. I enclose the following Statements relating to the draft Estimates together with an explanatory memorandum:—

- A. an Abstract Statement of estimated Revenue;
- B. an Abstract Statement of Expenditure;
- C. a Summary showing the estimated Surplus at 31st March, 1932;
- D. a Statement of Assets and Liabilities as at 31st March, 1930;
- E. detailed Schedule of the estimated Revenue and Expenditure.*

6. The draft Estimates will be submitted to the Legislative Council at the earliest opportunity, and I will not fail to inform Your Excellency of any changes which the Council may desire to make, together with my views thereon.

I have, &c.,

C. H. F. Cox,
British Resident.

His Excellency
The High Commissioner for Trans-Jordan,
Jerusalem.

Enclosure 2 in No. 144.

MEMORANDUM ON THE ESTIMATES OF REVENUE AND EXPENDITURE OF THE TRANS-JORDAN ADMINISTRATION FOR 1931-1932.

REVENUE.

Head 1. Customs and Excise.

Item 1. The average revenue from Syria is about £P.10,000; the estimate in 1930-31 was raised to £P.14,000 in anticipation of the conclusion of a modified Customs Agreement. This, however, has not been concluded.

Item 3. The reduction is due to the increase in locally grown tobacco and the consequent falling off in tobacco import receipts; this decrease is being met, as far as possible, by the increase in Item 5. The excise duty was increased during the current year and a revenue of £P.8,000 is expected.

Head 2. Licences and Taxes.

It is confidently anticipated that the estimated increase in revenue will be realized if agricultural and trade conditions remain normal.

Head 3. Fees of Court or Office, &c.

The decreases shown under Items 1, 2-4, and 10 have been made in the light of the present year's receipts, which show that under existing conditions the revenue estimated for 1930-31 cannot be realized. The reduction in Item 11 is due to the realization of the truth that the Arts and Crafts School is not a money-making concern but a place of instruction.

* See page 27.

EXPENDITURE.

Head 1. Civil List.

I have reinserted a provision of £P.1,000 for the Amir Talal, as I understand that Your Excellency is now prepared to recommend this.

Following on the grading of other officials of His Highness's Staff, His Highness has requested that the Doctor should be placed in the same grade as the District Medical Officers of the Government. This request is reasonable and under Item 5 the Doctor has been graded at £P.26-1-31 *per mensem*. He was previously in receipt of a fixed remuneration of £P.25 *per mensem*.

Head 4. Pensions and Gratuities.

The provision of an additional sum of £P.300 under Item 1, Pensions, is necessary as the result of an increase in the number of pensioners.

Head 5. Chief Minister and Interior.

Under Item 8 provision is made for an additional clerk at £P.6- $\frac{1}{2}$ -8 *per mensem*. In framing the Estimates for 1930-31, several clerical posts were abolished in the Chief Minister's Office and it has now become apparent that the existing Staff are unable to carry on the work of the office.

Item 15 provides for an increase of £P.90 in Secret Service Funds, bringing the total to £P.240. The Chief Minister states that the existing provision of £P.150 is inadequate and there is no doubt that this is the case.

Head 6. District Administration.

Item 4 includes provision for an additional Mudir Nahiya (Sub-Governor) at £P.13- $\frac{1}{2}$ -16 *per mensem* whom it is intended to employ at Remtha on the Trans-Jordan Frontier where it is desirable that direct administrative control should be established.

Under Item 7 two additional clerks at £P.6- $\frac{1}{2}$ -8 are provided for, as the existing clerical staff of the Governors' offices is insufficient to ensure satisfactory working.

Head 7. Legal Department.

Provision is made under Item 8 for the post of President of the Court of Appeal at £P.48-2-58. The present experimental system whereby the Minister of Justice officiates as President has proved unsatisfactory, since he is unable to devote sufficient time to the duties of that post, owing to the many demands on his time as a Minister, Member of the Executive Council, and Member of the Legislative Council.

Under Items 11-27 and 38 three posts have been regraded in order to place the holders in a grade in keeping with the responsibility of the posts.

Under Item 35 provision is made for an additional Process-Server for the Law Courts at Amman.

Head 8. Sharia' Courts.

Item 9 provides for an officer at £P.13- $\frac{1}{2}$ -16 who will be responsible for the administration of the Orphans Estates accounts. It is most desirable that there should be an officer directly responsible for the control of these funds, which are held in trust by the Sharia' Courts and which are at present administered in a somewhat unsatisfactory manner.

Head 9. Department of Finance.

Under Item 1 provision is made for the emoluments of the Treasurer at £P.48-2-58 *per mensem*. This post was left vacant in 1930-31 and although the post was not abolished no provision of salary was made. The absence of a responsible Head of this Department has proved unsatisfactory in many ways and it is not advisable that the present state of affairs should continue. To compensate for the additional expenditure of £P.576 on this post that of Chief Revenue Officer at £P.38-2-46 will be abolished, which furnishes a saving of £P.480 per annum.

Items 9 and 11 provide for the grading of all Sub-Accountants in the principal districts (Liwas) at £P.17- $\frac{1}{2}$ -20 *per mensem* and those in the Sub-Districts (Kadas) at £P.13- $\frac{1}{2}$ -16.

Under Item 14 two new posts of Inspectors of Tax Collectors at £P.13- $\frac{1}{2}$ -16 are provided for. The duties of these officers will be to travel constantly round the districts to press the collection of revenue and check abuses by Tax Collectors.

Head 10. Customs and Excise.

Under Item 10 provision is made for the regrading from £P.13-½-16 to £P.17-½-20 of the Customs Officer in charge of the Customs House at Remtha which handles the whole of the imports from Syria to the north of Trans-Jordan. The post is sufficiently important to warrant the increased salary.

Certain changes in the titles of posts have been made in order to conform to the present organization of the Department. This does not, however, involve any increase of expenditure.

Head 11. Public Health Department.

Item 11 provides for the regrading of one Nurse from £P.6-½-8 to £P.9-½-12 *per mensem*. It is difficult to find trained nurses ready to serve in Trans-Jordan and it is essential that the remuneration offered should be sufficient to attract and retain nurses of the right type.

Items 17 to 20 provide for the establishment of a small hospital in the north of Trans-Jordan at Irbid. The inhabitants of the Liwa of Ajlun, of which Irbid is the centre of Administration, suffer from lack of medical attention and it is most strongly recommended that this scheme may be sanctioned.

Under Item 26 provision is made for an additional District Medical Officer for the Sub-District of Ajlun.

Under Item 31 provision is made for 4 additional clerks at £P.6-½-8 *per mensem*, so that each of the Medical Officers in the four principal Districts (Liwas) may be allowed a clerk to carry out routine clerical work which at present has to be done by the Medical Officers themselves, to the detriment of their Public Health duties.

Items 5, 14, and 34 provide for minor increases in personal emoluments, whilst Items 12 and 23 create two new and necessary posts.

Under "Other Charges," Items 39, 43, 44, 45, 48, 50, and 51 show an increase which is necessary to ensure the efficient working of the Department.

Head 12. Education.

Boys' Schools. At present there are Secondary Schools with 4 classes at Salt and Irbid and Secondary Schools with 2 classes at Amman and Kerak. For the past several years it has been impossible, for financial reasons, to carry out a recommendation made by the Director of Education of the Palestine Government that the number of classes in the Irbid school should be reduced to two and that the four classes should be retained at Salt together with a fifth class for training boys for the profession of teaching and that the boys instructed in these classes should be accommodated as boarders in the school. Provision for this most desirable change should no longer be delayed and is made in Items 10, 11, 19, and 51. A saving of two masters at Head 14 follows on this proposal.

Girls' Schools. Under Item 25 provision is made for two additional mistresses at £P.9-½-12 *per mensem* for the school at Amman. There is an increased interest in the education of girls, a feature which in the past has been less marked, and it is desirable that some encouragement should be given to this movement.

Agricultural School. Items 44, 45, 46, and 56 provide for the opening of a small agricultural school. Agricultural methods in Trans-Jordan are very primitive and this new school will be of great value to the country. It is also most desirable that some form of education should be started other than that which leads the boys to believe that it is beneath their dignity to work on the land and that the only respectable profession is that of a Government official. It is intended to make arrangements for village schoolmasters to attend courses of instruction at this school.

Arts and Crafts. Item 29 provides for the regrading of the post of Headmaster to £P.21-1-25. This is fully justified by the work which has been done by the present Headmaster, to whom the entire credit for developing the school is due.

Under Items 36-37 two new posts are provided for at £P.6-½-8. The salary is small, but it has been possible to make the arrangement by sending two of the pupils of the school to Palestine for training, on the understanding that they will subsequently take the posts at the salary provided. The instruction of these two crafts is made on the recommendation of Mr. Stewart of the Palestine Department of Education.

The two posts of Stores Clerk and Accountant provided for in 1930-31 at £P.6-½-8 *per mensem* each (Items 40-41) have been amalgamated and provision has been made under Item 34 for one post at £P.9-½-12 *per mensem*.

Head 13. Agriculture, Forests and Veterinary.

Under Item 2 the post of Director has been regraded to £P.48-2-58. The present Director was invited to come to Trans-Jordan at a higher salary than he is at present

receiving and he was only persuaded to accept a lesser remuneration after his arrival owing to the financial position of the Government at the time and on an assurance that his status would be improved when possible. The time has now come when the Government is morally bound to improve his position and the salary proposed is not, in view of his capacity, excessive.

Item 3 provides for a new post of Government Entomologist, at £P.32-37. The Government cannot efficiently assist in combating agricultural pests without such an officer and a qualified entomologist would not be prepared to accept a lower salary than that which is provided.

Under Item 11 provision has been made for 6 Agricultural Officers at £P.9-½-12, in lieu of 3 Officers at £P.9-½-12 *per mensem* and 3 Forest Guards at £P.8 *per mensem*.

Item 17 provides for the regrading of the post of Chief Veterinary Officer at £P.32-2-37 *per mensem*. It is considered that the responsibility of the post and the qualifications of its present holder justify the increase.

Item 19 provides for a new post of Veterinary Officer at £P.21-1-25 *per mensem*. It is most important that this increase should be made in the staff of the veterinary section, as serious difficulties have arisen in the past when there have been outbreaks of animal diseases and the existing staff have not been able to do as much as was desirable.

Under "Other Charges" certain increases have been made in the provisions for existing services and some new services have been provided for. It is hardly necessary to emphasize that, in a country which relies entirely on its agricultural produce and livestock for its wealth, it is of primary importance that the Government should do as much as possible to improve the agricultural methods and the livestock of the country, and it is a regrettable fact that so far the Government has done very little in this direction owing to lack of funds.

Head 14. Antiquities.

Under Item 2 the post of Inspector of Antiquities has been regraded from £P.700 per annum to £P.800 per annum. Your Excellency was approached with a recommendation in regard to Mr. Horsfield's pay in my letter of the 18th December, 1930, and the increase is strongly recommended.

Under Item 7 provision has been made for an additional Guard at £P.4½ *per mensem*. This has become necessary owing to the number of mosaics and other antiquities recently uncovered at Jerash for which extra protection is necessary.

Head 15. Public Works Department.

Under Item 2 provision is made for a new post of Technical Assistant at £P.32-1-37. There is no doubt that a competent assistant to the Director is required and it is strongly recommended that this may be sanctioned.

Items 7-8 provide for two Works Foremen at £P.17-½-20 and one at £P.13-½-16. These Works Foremen are actually employed on daily pay which is charged to the various works on which they are employed from time to time, and it is preferable that they should be employed in a regular manner.

Head 15A. Public Works Recurrent.

Of the increase of £P.1,500 under Item 5 (Rents) only a small amount is represented by actual increase in the rent payable by the Government for buildings used by them. The principal cause of the increase is that prior to 1930-31 several large payments of rent for two and sometimes three years were made in advance. For a time the demands on this vote were consequently lower, but as nearly all the periods, for which rent was paid in advance, have expired, it is now necessary to provide for the full amount of the yearly rentals.

Item 8—Maintenance of Roads—has been increased from £P.9,000 to £P.13,000. Even this increased provision is very low in proportion to the total mileage of the roads to be maintained. Owing to the unavoidable reduction of this vote in 1930-31, the roads have deteriorated considerably, and it is most important that more adequate provision should be made for the coming year.

The increased provision made under the other items represents the minimum amount with which the various services can be adequately carried out.

Head 16. Posts and Telegraphs.

The provision under Item 22 for 7 additional linesmen is necessitated by the sections of the Amman-Ma'an telephone line which have been or will shortly be com-

pleted and the new lines which are to be erected for public security purposes next year. *Vide* Head 25—Posts and Telegraphs Extraordinary.

Under Item 25 it has been found necessary to make a small increase in the provision for Postmen and Messengers.

The increase under Item 27 is principally to cover the Horse Allowance which will be payable to the additional linesmen provided for under Item 22.

Of the increased provision under Item 31, £P.250 is for the purchase of tools and equipment required for construction work. The remaining £P.900 is to provide for the growing demands of maintenance arising from an actual and a proposed further increase in the telephone and telegraph system.

Item 32—Transport of Mail—has been increased to enable the Post Office to run a more efficient and more frequent mail service through several centres in the north of Trans-Jordan and thence to Deraa for Syria

Head 17. Lands Department.

Item 4 provides for the regrading of the "Chief Clerk" from £P.17- $\frac{1}{2}$ -20 *per mensem* to £P.21-1-25 *per mensem* as "Computer and Chief Clerk." This is in fact a measure of economy as it would otherwise be necessary to employ a special official for the work of computation.

Item 7. A recommendation that Mr. Moffatt should be placed in the grade carrying emoluments of £P.550-25-750 plus £P.100 Expatriation Allowance and should commence at £P.600 plus £P.100 as from 1st April, 1930, was made in my No. 91/Sec. of the 7th September, 1930. I trust that this may be approved.

Under Item 10 the post of Demarcation Officer has been regraded to £P.26-1-31. The work on which this Officer is engaged fully justifies the proposed regrading.

Under Item 13 provision has been made for the grading of one post of surveyor at £P.17- $\frac{1}{2}$ -20 *per mensem* which was formerly graded at £P.13- $\frac{1}{2}$ -16. This promotion is strongly recommended.

Item 16 provides for 10 additional chainmen who are necessary to enable the Survey section to keep pace with the rapid extension of survey work which has taken place.

Under Items 23 and 25 two posts have been abolished.

Under "Other Charges" the only increase calling for comment is that of £P.350 for Survey marks. It is essential that adequate provision should be made for these marks, as an insufficient supply will decrease the amount of work which can be done during the year and consequently retard the Survey programme.

Head 18. Police and Prisons.

A. *Police.* The provision made for Police includes the officers and other ranks of His Highness the Amir's Guard, previously shown under a separate sub-head. It is satisfactory to note that in spite of the inclusion of the cost of His Highness's Guard, amounting to £P.1,960, the estimates for "Police" show a net decrease of £P.292, as compared with the approved Estimates for 1930-31.

Under Item 19 provision has been made for one additional clerk at £P.9- $\frac{1}{2}$ -12 *per mensem*, and under Item 21 provision has been made for two additional clerks at £P.6- $\frac{1}{2}$ -8 *per mensem*. These increases in the clerical establishment have become necessary owing to the extra work thrown on the Stores and Accounts sections of the Arab Legion, as the result of the formation of the Desert Patrol.

B. *Prisons.* Item 22—Prison Industries. It is proposed to start these with making wool carpets. The estimates show a reduction of £P.29 and call for no further comments.

C. *Intelligence.* No provision is made for this Service, which was abolished on the establishment of the Desert Patrol.

D. His Highness the Amir's Guard is now included under A. Police.

E. *Desert Patrol.* The figure shown under the column of approved estimates for 1930-31, £P.4,700, represents five-twelfths of the cost of the organization, as approved in the Secretary of State's despatch Trans-Jordan Secret, dated the 19th November, 1930.

Head 19. Miscellaneous.

Under Item 7 extra provision has been made for the amounts paid to Municipalities as a share of certain taxes. The amounts payable are in fact governed by the various taxation and licensing laws and not by the amount provided in the Estimates.

Item 10 provides for an increase of £P.1,200 for Printing and Stationery. The amount provided for the years prior to 1930-31 was never less than £P.3,000 and the

reduction of £P.600 made in 1930-31 was only possible because a small reserve of stationery was available. In 1931-32 a sum of approximately £P.400 will be required to meet the cost of printing and binding a collection, in English, of all Trans-Jordan Laws from 1921 to date.

Head 20. British Resident.

The small increases made under this Head do not call for any explanation other than that given against each item.

Head 21. Audit Department.

Item 4 shows a reduction of one post at £P.26-1-31.

Under Items 5, 6, 7, three posts at £P.15-1-23 *per mensem* have been regraded; one at £P.21-1-25 *per mensem* and 2 at £P.17- $\frac{1}{2}$ -20 *per mensem*. This has been done in order to bring the Audit Establishment into the Grades of the Trans-Jordan Administration.

Item 8 provides for 3 additional clerks at £P.13- $\frac{1}{2}$ -16 and Item 10 for 2 additional clerks at £P.9- $\frac{1}{2}$ -12 *per mensem*. These have been provided for at the request of the Colonial Auditor, who states that they are necessary for the proper and regular audit of the accounts of the Trans-Jordan Administration.

The minor increases under "Other Charges" do not call for comment.

Head 22. Tribal Control Board.

The only change in the provision under this Head is a reduction of £P.100 on Item 3—Transport and Travelling. This is made possible by the formation of the Desert Patrol.

EXPENDITURE (EXTRAORDINARY).

Head 24. Public Works Extraordinary.

The provision under Items 2 and 7 is for the continuation of a programme of work already approved.

The provision made under Items 1, 3, 4, 5, 8, 9, 11, 13, 19, 22, 23, 24, 25, 27 is for urgent repairs and improvements to Government buildings. These repairs and improvements have, in most cases, been delayed for some time owing to lack of funds, and it is considered important that they should not be further delayed.

Item 6 provides for the extension of the Arts and Crafts School. The existing accommodation is inadequate even for the existing classes and as indicated under Head 12 (Education) it is desired to start classes in the useful industries of weaving and cane-chair making.

Items 10, 16, 17 provide for the construction of Police and Customs posts at three points on the Trans-Jordan—Palestine frontier, and the cost of the proposed posts (£P.560) is low, owing to the fact that mud-brick buildings, which are both cheap and suitable to the climate conditions of the Jordan Valley, will be used.

The provision of £P.400 under Item 12 for stables, fencing and improvements to the Customs post at Remtha will, it is hoped, meet all the requirements of the Department of Customs and no further expenditure on that post should be necessary in the future, unless the volume of trade increases.

Items 14-15, for urgent works on two important roads in the north of Trans-Jordan. These roads become impassable for long periods in the rainy season and it is hoped that the proposed improvements will ensure that they are serviceable except on rare occasions.

Item 18. The addition of an upper storey to the Government school at Es Salt is for the accommodation of boarders under the scheme outlined in the portion of this memorandum dealing with Head 12 (Education).

Item 20 provides for a total expenditure of £P.2,400 on improvements to the Es Salt-Allenby Bridge section of the Amman-Jerusalem Road. Of this sum it is proposed to spend £P.1,000 in 1931-32 on the improvements of some very dangerous corners.

Item 21 provides for the opening of a road from Es Salt to El Arda. This will open up a considerable area of well-cultivated land and is furthermore a portion of the road from Es Salt to Nablus which it is hoped to provide for in the near future.

Under Item 26 provision is made for a sum of £P.1,700 for the complete restoration of the Government school at Kerak. Of this sum it is proposed to spend £P.850 in 1931-32. The Government school at Kerak is a fine two-storied building which was severely damaged at the end of the war. The lower storey has already been repaired and if the upper storey is left in its present condition it will be ruined, which will most probably affect the lower storey. The building will be of undoubted value to the Government in the future.

Items 28-29 provide for the construction of accommodation for the Public Health Department offices and the Magistrates Court at Ma'an which are at present in most unsuitable and expensive rented buildings. The low cost of construction at Ma'an is due to the almost exclusive use of mud-brick.

Head 25. Posts and Telegraphs Extraordinary.

The provision made under this Head is for the construction of telephone lines for purposes of public security, and this provision has been made in accordance with the instructions conveyed in His Excellency the High Commissioner's despatch No. 1930-30, dated 12th September, 1930.

Head 26. British Resident Extraordinary.

Provision is made for the purchase of a Morris "Isis" touring car, since the present car was purchased in 1926-27 and is in a somewhat delapidated condition.

Head 27. His Highness the Amir Extraordinary.

A grant of £P.3,000 to His Highness the Amir for the development of the estate which it is proposed should be set aside for him has been the subject of correspondence with the Secretary of State. Provision is made accordingly.

Head 29. Police and Prisons Extraordinary.

Of the three wireless sets provided for two are part of the Public Security scheme which forms the subject of His Excellency the High Commissioner's despatch No. 1786/30 of 20th December, 1930.

The third is to replace the set at present in use at Aqaba which is so old that it is practically unserviceable.

Head 30. Antiquities.

Recent excavations at Jerash have discovered most interesting and valuable mosaics as follows:—

- A in church of SS. Peter and Paul.
- B in church of S. John.
- C in church of SS. Cosmas and Damain.
- D in Synagogue.
- E the Diaconicon.

To preserve them as well as possible, these mosaics have been re-covered with earth, but even thus are exposed to deterioration and are moreover not available for inspection by visitors. In consultation with the Director of Antiquities of the Palestine Government it has been decided to recommend that A and B be lent to Palestine, where they would be preserved in the National Museum, and that C, D, and E should have covers erected to protect them at a cost of £P.300, £P.150, and £P.50 respectively.

C. 89444/31 [No. 3].

No. 145.

TREASURY to COLONIAL OFFICE.

[Answered by No. 147.]

(S. 30322.)

SIR, Treasury Chambers, 9th February, 1931.
I HAVE laid before the Lords Commissioners of His Majesty's Treasury Mr. Williams's letters of the 30th October, 1930,* and the 24th January, 1931,† regarding a proposal to make a free grant of certain State lands in Trans-Jordan together with a special cash grant of £P.3,000, to the Amir Abdullah.

In reply I am directed to request you to inform the Secretary of State that whilst They concur in the proposal to make a free gift of the three estates, My Lords regret that They are unable to approve the money grant. It appears to Their Lordships that there is the gravest objection at the present time to imposing on the Exchequer an additional financial burden of this kind. They recognize the loyalty shown by the Amir and the part he has played in restraining lawlessness, and They appreciate the desirability of his possession of landed estates; but They cannot regard those circumstances as justifying the augmentation of His Highness' Civil List at the expense of the United Kingdom taxpayer.

I am, &c.,

R. V. NIND HOPKINS.

* C. 79444/30 [No. 9]: not printed.

† No. 138.

C. 89493/31 [No. 8].

No. 146.

TREASURY to COLONIAL OFFICE.

(S. 34609/0155.)

SIR,

Treasury Chambers, 13th February, 1931.

I HAVE laid before the Lords Commissioners of His Majesty's Treasury Mr. Parkinson's letter of the 7th February, 1931,* on the subject of the cleaning and repair of the water storage tank at Mafrak, Trans-Jordan, for which the Colonial Development Advisory Committee have notified their inability to recommend assistance from the Colonial Development Fund.

In reply My Lords direct me to request you to inform the Secretary of State that They agree that provision of £1,000 for this service may be included in the Trans-Jordan Administration Estimates, 1931.

I am, &c.,

R. V. NIND HOPKINS.

C. 89444/31 [No. 4].

No. 147.

COLONIAL OFFICE to TREASURY.

[Answered by No. 148.]

SIR,

Downing Street, 16th March, 1931.

I AM directed by Lord Passfield to refer to Sir R. V. Nind Hopkins' letter of the 9th of February† (S. 30322) and to semi-official discussions on the subject of a proposal to make a free grant of certain State lands in Trans-Jordan, together with a special cash grant of £P.3,000, to the Amir Abdullah, and to request you to inform the Lords Commissioners of the Treasury that, as a result of these discussions, Lord Passfield understands that Their Lordships are prepared, in the circumstances, to agree to the provision of the sum of £P.3,000 in next year's Estimates of the Trans-Jordan Administration for this purpose.

I am to ask for early confirmation of this decision in order that the High Commissioner for Trans-Jordan may be informed as soon as possible.

I am, &c.,

J. E. W. FLOOD.

C. 89444/31 [No. 5].

No. 148.

TREASURY to COLONIAL OFFICE.

(S. 30322.)

SIR,

Treasury Chambers, 19th March, 1931.

WITH reference to Mr. Flood's letter of the 16th March, 1931,‡ regarding a proposal to make a special cash grant of £P.3,000 to the Amir of Trans-Jordan in addition to a free grant of certain State lands, I am directed by the Lords Commissioners of His Majesty's Treasury to request you to inform the Secretary of State that in deference to his representations They have approved the provision of the sum of £P.3,000 in the Colonial and Middle Eastern Services Estimate, 1931, to be submitted to Parliament. My Lords trust, however, that every effort will be made to secure some compensatory reduction of cost on other heads of expenditure on Trans-Jordan administration.

I am, &c.,

R. V. NIND HOPKINS.

* No. 142.

† No. 145.

‡ No. 147.

C. 89483/31 [No. 11].

No. 149.

COLONIAL OFFICE to TREASURY.

[Answered by No. 151.]

SIR,

Downing Street, 20th March, 1931.

I AM directed by Lord Passfield to transmit to you, to be laid before the Lords Commissioners of the Treasury, the accompanying copy of a despatch dated the 31st January,* with enclosures, from the High Commissioner for Trans-Jordan submitting the Estimates of the Trans-Jordan Administration for the financial year 1931.

2. As regards the Heads of Revenue, Their Lordships will observe that the figure of £263,850 (excluding Heads IX and X, Trans-Jordan Frontier Force Grant-in-Aid and the balancing figure for the Grant-in-Aid to the Administration) is some £3,500 more than the revised estimate of revenue for 1930. Lord Passfield is, on the whole, inclined to accept this estimate, although, judging from the actual figures of past years, it would appear to be somewhat optimistic.

3. As regards the Heads of Expenditure, the total estimate (excluding the Trans-Jordan Frontier Force Heads Nos. XXIII and XXVIII) is £350,550, leaving an estimated deficit on the year of £86,700. To this figure must be added the following:—

- (a) £2,333 the cost of the Trans-Jordan share of the proposed Boundary Commission and Mapping Party (*vide* Treasury letter of the 3rd December, 1930, No. S.30505).†
- (b) £5,000 approximate estimate of unexpended balance of capital expenditure at the 31st of March, 1931, on the tribal control measures approved in Mr. Upcott's letter of the 14th of February, No. S.36124/3.‡
- (c) £1,000 for the cleaning and repair of a tank of Mafrak the inclusion of which was approved in Sir R. V. Nind Hopkins' letter of the 13th of February, No. S.34609/0155.§

making a total deficit of £95,033

Add £4,000 working balance at 31st March, 1932.

£99,033

Less £4,000 balance in hand at 31st March, 1931.

£95,033 Total.

4. Lord Passfield has caused the draft Estimates to be scrutinized with a view to securing (a) sufficient savings to offset the grant of £3,000 to the Amir Abdulla for the development of an estate provided under Head XXVII, which it is understood from semi-official communications that Their Lordships are prepared to approve and (b) elimination of all expenditure which cannot be regarded as essential.

5. As regards (a), Lord Passfield is of the opinion that the following reductions can be made:—

	£
Head I.	1,000 annuity to Amir Talal.
„ XI.	406 by limiting the net increase to £1,000.
„ XII.	1,192 as proposed by High Commissioner in paragraph 5 of his despatch,
„ XIII.	24 as proposed by High Commissioner in paragraph 5.
„ XIV.	100 as proposed by High Commissioner in paragraph 6.
„ XVIII.	80 as proposed by High Commissioner in paragraph 5.
„ XIX.	200 summary reduction of Item 10. Printing and Stationery.

making a total reduction of £3,002.

6. As regards (b), Lord Passfield finds it difficult, on the information available, to make specific recommendations regarding the further reductions which might be made under the various Heads of Expenditure, but as Sir S. O'Donnell's Commission

* No. 144. † C. 79483/30 [No. 7] : not printed.

‡ No. 146.

§ C. 89453/31 [No. 29] : not printed.

is proceeding later on to Trans-Jordan to inquire into the necessity for a Grant-in-Aid by His Majesty's Government to the Administration, he would propose to request the High Commissioner to invite the attention of the Commission, *inter alia*, to the various proposals made by the British Resident and supported by Sir John Chancellor, including those for new appointments, regradings, new services, &c., under the following Heads:—

Head VI.	District Administration.
„ VIII.	Sharia Courts.
„ IX.	Finance Department.
„ XI.	Public Health Department.
„ XII.	Education Department.
„ XIII.	Agricultural, Forestry, and Veterinary Departments.
„ XV.	Public Works Department.
„ XVI.	Public Works Department Recurrent.
„ XVII.	Posts, Telegraphs, and Telephones.
„ XVIII.	Lands Department.
„ XXIV.	Public Works Extraordinary.
„ XXV.	Posts and Telegraphs Extraordinary.

7. Lord Passfield proposes also to inform the High Commissioner that the report of the Commission on the above-mentioned Departments will be awaited before approval is given to the Estimates for 1931.

8. The reductions in expenditure now suggested, amounting to £3,002, will reduce the estimated expenditure from £95,033 to £92,031 and it is hoped that some further reductions will be effected as a result of the Commission's investigation. In the meantime, Their Lordships have semi-officially agreed that provision should be made in the 1931 Estimates of the Colonial and Middle Eastern Services Vote of the sum of £92,500 as a Grant-in-Aid to the Administration.

9. A further communication will be addressed to Their Lordships on this subject as soon as the report of the Commission has been received and considered.

I am, &c.,

O. G. R. WILLIAMS.

C. 89483/31 [No. 13].

No. 150.

TRANS-JORDAN.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 30th March, 1931.)

[Answered by No. 153.]

(No. 34.)

High Commissioner for Trans-Jordan,

MY LORD,

Jerusalem, 20th March, 1931.

I HAVE the honour to refer to my despatch Trans-Jordan No. 17 of the 31st January, 1931,* under cover of which I transmitted for Your Lordship's consideration copies of the draft Estimates of the Trans-Jordan Administration for the financial year 1931-32.

2. In paragraph 5 (iii) of that despatch I recommended that in view of the urgent need for economy the proposal to establish an Agricultural School at Irbid should for the present, be deferred, and pointed out that deletion of the provision which had been included for this project under Head XII, Items 44, 45, 46, and 56, would result in a saving of £P.1,192.

3. I now transmit for Your Lordship's information a copy of a letter from the British Resident, Amman, No. 3383, dated the 6th March, 1931, in which Colonel Cox requests that the proposal to delete this provision may be reconsidered on the ground that its deletion is politically undesirable.

4. The British Resident, therefore, asks that the cancelled items may be reinstated, and their cost defrayed from the savings shown in paragraph 6 of his letter, namely:—

(a) savings consequent on the recent reconstitution of the Trans-Jordan Government	£P.
(b) reduction under Head XXIV, Item 1 (Public Works Extraordinary—Improvements and Repairs to the Amir's Residence)	1,133
	100

* No. 144.

5. In these circumstances I endorse the British Resident's recommendations and recommend for Your Lordship's approval that the provision made under Head XII, Items 44, 45, 46, and 56 should be reinstated, and met from the savings indicated in paragraph 4 above.

6. Copies of this despatch and of my despatch Trans-Jordan No. 17 of the 31st January, 1931, have been forwarded to Sir Samuel O'Donnell for his information.

I have, &c.,
J. R. CHANCELLOR,
High Commissioner for Trans-Jordan.

Enclosure in No. 150.

(No. 3383.)

YOUR EXCELLENCY,

Amman, 6th March, 1931.

I HAVE the honour to refer to your despatch No. 17 of the 31st January, 1931, to the Secretary of State on the subject of the draft Estimates for the year 1931-32.

2. Under Head XII—Education Department, Your Excellency has recommended that the provision under Items 44, 45, 46, and 56 should be deleted since, in view of the urgent need for economy, you consider that the establishment of an Agricultural School should, for the present, be deferred.

3. As explained in the memorandum forwarded with the Estimates, two classes of the Secondary School at Irbid are being cancelled on the increase of the Salt School to five classes, and consequent on this change a saving of two masters at Item 14 occurs.

4. This arrangement is most unpopular with the people of the Northern District but their resentment at losing two secondary classes in the school at Irbid was partly assuaged by the proposal to establish the Agricultural School, which the country so badly needs, at that place.

5. I consider that the cancellation of the provision for the Agricultural School will have a bad effect in the country politically, and request that the saving of £P.1,192 may be made elsewhere as indicated below.

6. Following on the changes in the Government, reported in my No. 178/Sec. of the 25th February, 1931, there will be a saving against the 1931-32 Estimates as submitted, as follows:—

	Plus. £P.	Minus. £P.
Head III (1) 16 members at £P.200	400	—
Head III (2) Cancelled	—	700
Head V (2) Chief Minister, personal allowance	—	100
Head V (9) Compensatory allowance	—	32
Head VII (1) Minister of Justice	—	264
Head VII (18) Public Prosecutor-General	12	—
Head IX (3) Cancelled	—	504
Head XIV (1) Director of Antiquities	55	—

£P.467 £P.1,600

Net Saving ... £P.1,133

In addition, I suggest that a saving of £P.100 be made on Head XXIV (Item 1) by providing £P.300 instead of £P.400, as now shown under that item.

7. I urgently request that Your Excellency will amend your recommendation by substituting the above savings for those shown in your despatch.

I have, &c.,
C. H. F. Cox,
British Resident.

His Excellency
The High Commissioner for Trans-Jordan,
Jerusalem.

C. 89483/31 [No. 14].

No. 151.

TREASURY to COLONIAL OFFICE.

[Answered by No. 159.]

(S. 35961/01/31.)

Treasury Chambers, 4th April, 1931.

SIR,

I HAVE laid before the Lords Commissioners of His Majesty's Treasury Mr. Williams's letter of the 20th March, 1931,* and the accompanying copy of a despatch† from the High Commissioner for Trans-Jordan submitting the estimates of the Trans-Jordan administration for the financial year 1931; and They direct me to request you to convey to the Secretary of State the following reply.

2. My Lords note that excluding the Trans-Jordan Frontier Force grant-in-aid and the balancing figure for the grant-in-aid to the Administration, the Revenue is estimated at £263,850, and that excluding the Trans-Jordan Frontier Force, Heads XXIII and XXVIII, the expenditure is estimated at £350,550. On these figures the estimated deficit, after including three further items of expenditure already approved amounting to £8,333, and after allowing for a working balance of £4,000, amounts to the sum of £95,033.

3. My Lords agree that reductions on seven items of expenditure referred to in paragraph 5 of Mr. Williams's letter, amounting to a total of £3,002 should at once be made, and that the possibility of further reductions by the elimination of all non-essential expenditure or otherwise should be fully explored. In this connexion Their Lordships concur in Lord Passfield's proposal that the attention of the Financial Commission, at present in Palestine, should be invited to the subject, and that approval of the 1931 Estimates should be deferred until the report of the Commission has been received and considered.

4. With reference to paragraph 8 of Mr. Williams's letter, I am to state that My Lords have caused the sum of £92,500 as a grant-in-aid of the Trans-Jordan Administration to be inserted under Sub-head J.3 of the Colonial and Middle Eastern Services Estimate, 1931, for submission to Parliament.

I am, &c.,
R. V. NTIND HOPKINS.

C. 89444/31 [No. 8].

No. 152.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Confidential.)

Downing Street, 10th April, 1931.

SIR,

WITH reference to your Confidential despatch of the 27th of December,† and previous correspondence regarding the grant of certain State lands to the Amir Abdullah and the payment to him of £3,000 for the purpose of cultivating these lands, I have the honour to inform you that, after further consultation with the Lords Commissioners of the Treasury, I now approve the grant to the Amir of the lands in question and the payment to him of the sum of £3,000, which you have included in the Estimates for 1931. The payment may be made to him at once in anticipation of its formal approval in the Estimates.

I have, &c.,
PASSFIELD.

C. 89483/31 [No. 15].

No. 153.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Sent 3.30 p.m., 5th May, 1931.)

TELEGRAM.

No. 56. Your despatch of the 31st January, Reserved No. 17.* Trans-Jordan Estimates. Attention of O'Donnell Commission should be invited to these Estimates. Pending report of Commission I propose to defer approval of Estimates and also of proposals contained in your despatch of 20th March, No. 34,† Agricultural School.—PASSFIELD.

C. 89483/31 [No. 16].

No. 154.

TRANS-JORDAN

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

[Answered by No. 155.]

(No. 70.)

SIR, Downing Street, 8th May, 1931.
WITH reference to Sir J. R. Chancellor's despatch No. 17 of the 31st of January,* and my telegram No. 56 of the 5th May, 1931.† I have the honour to transmit to you copies of correspondence§ with the Treasury on the subject of the Estimates of the Trans-Jordan Administration for the financial year 1931.

I have, &c.,
PASSFIELD.

C. 89483/31 [No. 18].

No. 155

TRANS-JORDAN.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 6th July, 1931.)

[Answered by No. 165.]

(No. 75.)

MY LORD, High Commissioner for Trans-Jordan,
Jerusalem, 27th June, 1931.
I HAVE the honour to refer to Your Lordship's despatch Trans-Jordan No. 70 of the 8th May,|| transmitting copies of correspondence with the Treasury on the subject of the Estimates of the Trans-Jordan Administration for the financial year 1931-32, and to submit the following observations on the proposals for reductions which are specified in paragraph 5 of Colonial Office letter of the 20th March,¶ to the Treasury.

2. *Head I. £P.1,000 Annuity for the Amir Talal.*—I would deprecate the removal of this item from the Estimates. Such a step would have the effect of creating avoidable friction and opposition which would no doubt be covertly inspired but which would accentuate the difficulty of the task of the British Resident in Trans-Jordan.

3. *Head XI. Department of Health.*—The provision for this Department is very small. It is undesirable that the Medical Officers in Trans-Jordan should be left without clerical assistance; and I regard it as a pressing need that a small Government Hospital should be established at Irbid. I trust, therefore, that it may be found possible not to insist upon reduction under this Head.

4. *Head XII. Education.*—I refer Your Lordship to my despatch No. 34 of the 20th March,† in which I recommend that the provision for the Agricultural School should remain and indicated a possible saving of £P.1,233 on other items.

* No. 144. † No. 150. ‡ No. 153. § Nos. 149 and 151. || No. 154. ¶ No. 149.

In the circumstances, I consider that there are grounds for allowing this provision to stand. I understand from the British Resident that Sir Samuel O'Donnell agreed that an Agricultural School is very necessary in Trans-Jordan and that he was prepared to recommend the retention of provision therefor in the Estimates.

5. *Head XIX. Miscellaneous.*—It is proposed to save £P.200 by a summary reduction of Item X on Printing and Stationery. Such an economy will be difficult to realize. In 1929-30 the provision for this service was reduced by about £P.600 as a contribution towards the cost of the anti-locust campaign. Towards the end of that year, however, a supplementary vote of £P.226 became necessary, making a total expenditure of £P.2,622 for the year. In the meanwhile, the reserve stock of Government stationery, valued at approximately £P.300, was exhausted. In the circumstances, the requirements for 1931-32 could not safely be estimated at less than £P.3,000, to which figure must be added the cost, estimated by the Crown Agents at £P.636, of printing the volume of laws for which the Permanent Mandates Commission of the League of Nations has repeatedly asked.

I have, &c.,
J. R. CHANCELLOR,
High Commissioner for Trans-Jordan.

C. 89483/31 [No. 19].

No. 156.

TRANS-JORDAN.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 13th July, 1931.)

[Answered by No. 162.]

(No. 78.) High Commissioner for Trans-Jordan,
Jerusalem, 3rd July, 1931.
MY LORD, I HAVE the honour to refer to Item 14 under Head IX of the draft Trans-Jordan Administration Estimates for 1931-32, providing £P.312 for the appointment of two Inspectors of Tax Collectors on the monthly salary scale £P.13— $\frac{1}{2}$ —16.

The duties of these Inspectors, as described on page 3 of the memorandum accompanying the draft Estimates, will be to travel constantly round the District with view to pressing the collection of revenue and checking abuses by Tax Collectors.

2. The Trans-Jordan Government is anxious that the new posts should be filled as soon as possible so that the benefits of the services of the Inspectors may begin to accrue. The Financial Adviser is particularly desirous of liquidating the outstanding arrears of taxes, but is handicapped in this work, which demands detailed investigation, by the smallness of the staff at his disposal.

3. I shall be grateful, therefore, if Your Lordship will sanction Item 14 of Head IX in advance of the approval of the draft Estimates as a whole.

I have, &c.,
J. R. CHANCELLOR,
High Commissioner for Trans-Jordan.

C. 89483/31 [No. 20].

No. 157.

TRANS-JORDAN.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 13th July, 1931.)

[Answered by No. 167.]

(No. 80.) High Commissioner for Trans-Jordan,
Jerusalem, 4th July, 1931.
MY LORD, I HAVE the honour to refer to Head XIV: Antiquities Department—Item 16: Conservation of Antiquities, in the draft Trans-Jordan Administration Estimates for the year 1931-32.

2. In 1930-31, £P.200 was provided for conservation under Head XXVI of the Estimates: Antiquities Department Extraordinary. The provision this year has been reclassified under a recurrent Head of Expenditure, and reduced by half.

3. As it is necessary to meet urgent items of expenditure on conservation, the Trans-Jordan Government has asked for authority to make disbursements against this reduced provision in advance of Your Lordship's approval of the Estimates as a whole. In the circumstances I have given this authority in anticipation of Your Lordship's sanction, and I shall be grateful if Your Lordship will approve my action.

I have, &c.,
J. R. CHANCELLOR,
High Commissioner for Trans-Jordan.

C. 89483/31 [No. 21].

No. 158.

TRANS-JORDAN.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 15th July, 1931.)

[Answered by No. 166.]

(No. 84.) High Commissioner for Trans-Jordan,
MY LORD, Jerusalem, 4th July, 1931.

I HAVE the honour to refer to Head XII—Education Department, Item 26 in the draft Trans-Jordan Administration Estimates for 1931-32, which provides for the appointment of two additional schoolmistresses, in the salary scale £P.6-½-8, with effect from the 1st October, 1931.

2. I am informed by the British Resident that the summer vacation is the most favourable time for engaging teachers, and that difficulty is normally met in securing the services of new teachers at other seasons.

The Trans-Jordan Government has therefore asked that authority may be given for the immediate appointment of the two additional schoolmistresses and, in the circumstances, I have granted the authority in anticipation of Your Lordship's approval

3. I shall be grateful for Your Lordship's approval of my action.

I have, &c.,
J. R. CHANCELLOR,
High Commissioner for Trans-Jordan.

C. 89483/31 [No. 25].

No. 159.

COLONIAL OFFICE to TREASURY.

[Answered by No. 163.]

SIR, Downing Street, 24th July, 1931.

WITH reference to Sir R. V. Nind Hopkins' letter No. S. 35961/01/31 of the 4th of April,* regarding the Estimates of the Trans-Jordan Administration for the financial year 1931, I am directed by Lord Passfield to transmit to you, to be laid before the Lords Commissioners of the Treasury, a copy of a despatch† from the High Commissioner for Trans-Jordan submitting his observations on the proposals for the reductions specified in paragraph 5 of the letter from this Office to your Department of the 20th of March.‡

2. With regard to paragraph 1 Head I, £1,000 annuity for the Amir Talal, Their Lordships will be aware that the question has been discussed by representatives of the Treasury and this Office with Colonel Cox, and Lord Passfield is now of the opinion that the political considerations involved in the High Commissioner's recommendation are of sufficient importance to justify its acceptance. He would, accordingly, invite Their Lordships' concurrence to an increase of Item 1 of Head I (Civil List of the Amir Abdullah) to the extent of £P.410, representing a payment to the Amir Talal at the rate of £1,000 per annum as from the 1st of October, 1931, less the sum of £P.90 which it is understood the Amir Abdullah would himself have paid to

* No. 151.

† No. 155.

‡ No. 149.

his son, the provision under Item 2 of Head I in the original Estimates for 1931-32 being deleted.

3. With regard to paragraph 3, Head XI, Department of Health, I am to point out that Lord Passfield, in the letter from this Department of the 20th of March, reduced the proposed expenditure under Head XI by £P.406, i.e., from £P.12,646 to £P.12,240 and that Sir S. O'Donnell, in Appendix 13 to his Report,* has assumed that the reduction of £P.3,002 proposed by the Secretary of State in paragraph 5 of the letter referred to, will be effected. Lord Passfield considers, therefore, that the reduction of £P.406 should stand. Their Lordships will, however, observe that, while the High Commissioner considers it undesirable that Medical Officers in Trans-Jordan should be left without clerical assistance, Sir S. O'Donnell on page 282 of his Report, does not endorse this proposal and the Secretary of State feels that he is not in a position to contest the opinion of the Financial Commission. He, therefore, agrees to the deletion of the provision made under Item 31 of Head XI for four extra clerks as from the 1st of October, 1931; the saving to be effected thereby will be £144 only, i.e., four clerks at £6 a month for six months. In this connexion I am to point out that the saving of £P.288 mentioned in the O'Donnell Report is for a full year. With regard to the establishment of a small Government Hospital at Irbid, Lord Passfield trusts that, in view of the pressing need for this hospital, Their Lordships will be prepared to agree to the provision made under Items 17, 18, 19, and 20.

4. Paragraph 4, Head XII, Education.—Sir S. O'Donnell, in paragraph 303 of his Report* says that there is undoubtedly a demand for an Agricultural School and, provided that the scheme is modified, he does not object to the expenditure proposed. In the circumstances Lord Passfield would recommend, for Their Lordships' concurrence, that the provision made in the Estimates under Items 44, 45, 46, and 56 of Head XII should be reinserted and approved. The total sum is:—

	£
Three Masters	468
Superior of labour	54
Sycc gardener and labourers	120
Stores and equipment	550
	£1,192

Against this the British Resident at Amman has recommended, in a letter† to the High Commissioner (of which a copy is enclosed), certain savings amounting to £1,233. The High Commissioner has accepted these recommendations and the Secretary of State recommends for Their Lordships' approval that the provision made by reinserting under Head XII Items 44, 45, 46, and 56 should be met from the savings indicated.

5. Paragraph 5, Head XIX Miscellaneous.—Lord Passfield had proposed a reduction of £P.200 under Item 10 of this Head, viz., Printing and Stationery but, having regard to the representations of the High Commissioner and as Their Lordships have agreed to the expenditure on the printing of the Laws on the understanding that the excess is met by equivalent savings elsewhere, the Secretary of State recommends that the original figure of £P.11,438 under this Head be reinserted and the saving of £P.200 be effected elsewhere. This will be dealt with on the general review of the Estimate which is now being undertaken in the light of the O'Donnell Mission Report

I am, &c.,
J. E. W. FLOOD.

C. 89483/31 [No. 26].

No. 160.

COLONIAL OFFICE to TREASURY.

[Answered by No. 163.]

SIR, Downing Street, 24th July, 1931.
I AM directed by Lord Passfield to transmit to you, to be laid before the Lords Commissioners of the Treasury, a copy of a despatch‡ from the High Commissioner for Trans-Jordan regarding the provision made under Head XIV, Antiquities Depart-

* Middle East No. 43.

† Enclosure in No. 150.

‡ No. 157.

ment—Item 16, Conservation of Antiquities in the draft Trans-Jordan Administration Estimates for the year 1931-32.

2. Subject to Their Lordships' concurrence, Lord Passfield proposes to approve the High Commissioner's action in authorizing disbursements against this provision in advance of the Secretary of State's approval of the Estimates as a whole.

I am, &c.,
J. E. W. FLOOD.

C. 89483/31 [No. 27].

No. 161.

COLONIAL OFFICE to TREASURY.

[Answered by No. 163.]

SIR, Downing Street, 24th July, 1931.
I AM directed by Lord Passfield to transmit to you, to be laid before the Lords Commissioners of the Treasury, a copy of a despatch* from the High Commissioner for Trans-Jordan regarding the provision made under Head XII, Education Department, Item 26 of the draft Trans-Jordan Administration Estimates for 1931-32 for the appointment of two additional schoolmistresses with effect from the 1st of October, 1931.

2. This matter has been discussed with Colonel Cox, the British Resident in Trans-Jordan, who has emphasized the importance of the increasing interest which is being taken in Trans-Jordan in the education of girls, and Lord Passfield would accordingly be glad to receive Their Lordship's approval of the action which has already been taken by the High Commissioner in anticipation of the Secretary of State's approval.

I am, &c.,
J. E. W. FLOOD.

C. 89483/31 [No. 28].

No. 162.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(No. 111.)

SIR, Downing Street, 24th July, 1931.
I HAVE the honour to acknowledge the receipt of your despatch No. 78 of the 3rd of July,† regarding Item 14, Head IX of the draft Trans-Jordan Administration Estimates for 1931-32 providing £P.312 for the appointment of two Inspectors of Tax Collectors on the monthly salary scale £P.13-½-16.

2. I would observe that in dealing with this matter Sir S. O'Donnell, on page 282 of his Report,‡ says that these two Inspectors do not appear to be needed, as the District Officers and Sub-Accountants and the Audit Department should be able to exercise the necessary control. Whilst I recognize the urgent need for dealing with the arrears of taxes, I regret that, having regard to the recommendations of the Financial Commission in this particular instance, I am unable to agree to the appointment of these two Inspectors.

I have, &c.,
PASSFIELD.

* No. 158.

† No. 156.

‡ Middle East No. 43.

C. 89483/31 [No. 31].

No. 163.

TREASURY to COLONIAL OFFICE.

(S. 35961/01/31.)

SIR, Treasury Chambers, 8th August, 1931.
I HAVE laid before the Lords Commissioners of His Majesty's Treasury Mr. Flood's three letters of the 24th July, 1931,* regarding various items of expenditure for which provision is made in the draft Estimates of the Trans-Jordan Administration for 1931-32; and Their Lordships direct me to request you to convey to the Secretary of State the following reply.

2. My Lords sanction expenditure as set out below on the following items:—
£P.

(1) Head XII, Item 26—Two additional schoolmistresses from 1st October, 1931	72
(2) Head XIV, Item 16—Conservation of Antiquities	100
(3) Head I, Item 1—Payment to Emir Talal from 1st October, 1931 ...	410
(4) Head XI, Items 17 to 20—Government Hospital at Irbid from 1st October, 1931	222
(5) Head XIX, Item 10—Printing and Stationery	3,600

3. With regard to Item (3) above, My Lords consider that the payments to the Amir Talal should be made by way of an increase in the allowance made to Amir Abdullah, and not as a direct grant from public funds to the Amir Talal.

4. With regard to Items (4) and (5) above, Their Lordships' sanction is given on the understanding, as regards Item (4), that the reduction of £406 on Head XI as a whole, proposed in paragraph 5 of Mr. Williams' letter of the 20th March, 1931,† will be maintained, and, as regards Item 5, that savings of an amount equivalent to the reduction of £200 on Item 10 of Head XIX proposed in the same paragraph of Mr. Williams's letter, will be effected elsewhere.

5. With regard to the proposed expenditure of £1,192 on the Agricultural School, My Lords would prefer that consideration of this matter be postponed pending the submission of revised proposals by the High Commissioner, in the light of the recommendations in paragraph 303 of the Financial Mission's Report,‡ which envisages a substantial modification of the scheme as submitted in his despatch of the 27th June, 1931.§

I am, &c.,
R. V. NIND HOPKINS.

C. 89483/31 [No. 35].

No. 164.

TRANS-JORDAN.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 10th August, 1931.)

[Answered by No. 174.]

(No. 98.) High Commissioner for Trans-Jordan,
MY LORD, Jerusalem, 31st July, 1931.
I HAVE the honour to inform Your Lordship that I have authorized the Trans-Jordan Government to incur expenditure up to an amount not exceeding £P.2,025 against the provision of £P.4,050 in the draft Trans-Jordan Administration Estimates for 1931-32, under Head XVIII, Item 15, Arab Legion Desert Patrol.

The Trans-Jordan Government asked for this authority to meet current requirements of the Desert Patrol for benzine and spare parts.

2. In 1930-31 the recurrent expenditure on the Desert Patrol was estimated at £P.1,350 for a period of five months. Actually, the Patrol came into existence in December, 1930, so that expenditure was incurred only during four months. Nevertheless the entire provision of £P.1,350 was expended during that period.

* Nos. 159, 160, and 161.

† No. 149.

‡ Middle East No. 43.

§ No. 155.

3. On the basis of this monthly average it is reasonable to anticipate that £P.2,025 will be required during the first six months for the current financial year.

4. In the circumstances I shall be grateful for Your Lordship's approval of my action.

I have, &c.,
J. R. CHANCELLOR,
High Commissioner for Trans-Jordan.

C. 89483/31 [No. 32].

No. 165.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

[Answered by No. 181.]

(No. 129.)

SIR,

Downing Street, 19th August, 1931.

I HAVE the honour to refer to your despatch No. 75 of the 27th of June,* on the subject of the Estimates of the Trans-Jordan Administration for the financial year 1931-32, and to inform you that, after consultation with the Lords Commissioners of the Treasury, I approve expenditure as set out below:—

Head I, Item 1.—Payment to Amir Talal from 1st October, 1931—£P.410.

It is considered, however, that the payments to the Amir Talal should be made by way of an increase in the allowance made to Amir Abdullah and not as a direct grant from public funds to the Amir Talal.

Head XI, Items 17 to 20.—Government Hospital at Irbid from 1st October, 1931—£P.222.

Head XIX, Item 10.—Printing and Stationery, £P.3,600.

Their Lordships' sanction of these two items of expenditure is given on the understanding, as regards the first, that the reduction of £P.406 on Head XI as a whole, referred to in the fifth paragraph of Colonial Office letter to the Treasury of the 20th of March† (a copy of which was enclosed in my despatch No. 70 of the 8th of May‡), will be maintained, and, as regards the second, that savings of an amount equivalent to the reduction of £P.200 on Item 10 of Head XIX, referred to in the same paragraph of the Colonial Office letter, will be effected elsewhere.

2. With regard to the proposed expenditure of £P.1,192 on the Agricultural School, Their Lordships would prefer that consideration of this matter should be postponed pending the submission by you of revised proposals in the light of the recommendations in paragraph 303 of the Financial Commission's Report,§ which envisages a substantial modification of the scheme as submitted in your despatch under reference.

I have, &c.,
PASSFIELD.

C. 89483/31 [No. 33].

No. 166.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(No. 130.)

SIR,

Downing Street, 19th August, 1931.

I HAVE the honour to acknowledge the receipt of your despatch No. 84 of the 4th of July,|| regarding the provision made under Head XII, Education Department,

* No. 155. † No. 149. ‡ No. 154. § Middle East No. 43. || No. 158.

Item 26 of the draft Trans-Jordan Administration Estimates for 1931-32 for the appointment of two additional schoolmistresses with effect from the 1st of October, 1931.

2. After consultation with the Lords Commissioners of the Treasury, I approve the action which you have already taken in the matter.

I have, &c.,
PASSFIELD.

C. 89483/31 [No. 34].

No. 167.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(No. 131.)

SIR,

Downing Street, 19th August, 1931.

I HAVE the honour to acknowledge the receipt of your despatch No. 80 of the 4th of July,* and to inform you that after consultation with the Lords Commissioners of the Treasury, I approve your action in authorizing disbursements against the provision made under Head XIV, Antiquities Department—Item 16, Consummation of Antiquities, in the draft Trans-Jordan Administration Estimates for the year 1931-32, in advance of my approval of the Estimates as a whole.

I have, &c.,
PASSFIELD.

C. 89483/31 [No. 38].

No. 168

MR. W. R. L. TRICKETT (TREASURY)

to

MR. O. G. R. WILLIAMS (COLONIAL OFFICE).

[Answered by No. 180.]

(S. 35961/01/31.)

Treasury Chambers, Whitehall, S.W.1,

DEAR WILLIAMS,

27th August, 1931.

Trans-Jordan.

WITH reference to the Report of the Financial Mission,† paragraph 316, Brittain questions whether the Mission have credited Trans-Jordan in the 1931-32 Estimate with the *ex gratia* contribution from Palestine on account of currency profits; and if such credit is omitted, he suggests that the figures in the Report of possible grants-in-aid should be reduced by £4,000.

I am not clear what is brought into 1931-32 revenue on this account.

I observe that an *ex gratia* of £1,950 in respect of the profits in the years 1929 and 1930 was approved by Colonial Office letter, of the 29th ultimo,‡ and Treasury reply F. 9404/03, of the 21st instant.§

Would you be so good as to have the figures verified, and any necessary correction noted against the Financial Report.

Yours, &c.,
W. R. L. TRICKETT.

C. 89483/31 [No. 36].

No. 169.

COLONIAL OFFICE to TREASURY.

[Answered by No. 172.]

SIR,

Downing Street, 31st August, 1931.

I AM directed by Mr. Secretary Thomas to transmit to you, to be laid before the Lords Commissioners of the Treasury a copy of a despatch|| from the High Com-

* No. 157. † Middle East No. 43. ‡ C. 89469/31 [No. 1]: not printed.
§ C. 89469/31 [No. 3]: not printed. || No. 164.

missioner for Trans-Jordan reporting that he has authorized expenditure up to an amount not exceeding £P.2,025 against the provision of £P.4,050 in the draft Trans-Jordan Administration Estimates for 1931-32, under Head XVIII, Item 15, Arab Legion Desert Patrol.

2. Subject to Their Lordships' concurrence, Mr. Thomas proposes to approve the High Commissioner's action in the matter.

I am, &c.,
O. G. R. WILLIAMS.

C. 89425/31 [No. 8].

No. 170.

TRANS-JORDAN.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 3rd September, 1931.)

[Answered by No. 178.]

(No. 111.)

High Commissioner for Trans-Jordan,
Jerusalem, 28th August, 1931.

SIR,

I HAVE the honour to refer to my despatch No. 88, dated the 11th July, 1931,* on the subject of the damage caused by the invasion of locusts this year in the Districts of Kerak, Tafleleh, and Ma'an, and to forward herewith a copy of a letter† from the British Resident on the subject of the relief of the inhabitants of these areas from taxation on account of the damage done to their crops during the invasion.

2. The British Resident recommends the remission of taxation to the amount of £P.12,178. Particulars of the remissions to be granted are given in the schedules‡ attached to the enclosure hereto.

3. It is further recommended that this loss of revenue involved should be made good by general savings on the Estimates for the current year of an amount of £P.6,200 and further specific savings of £P.5,980.

4. In view of the distress in the Districts named, I endorse the British Resident's recommendation and I shall be grateful if you will approve it.

5. I transmit also a further letter† from the British Resident regarding relief to be granted to inhabitants of distressed areas.

6. The Acting British Resident considers that the remission of taxes which cannot be collected must also be supplemented by positive measures of relief if the population is to be saved from actual starvation. He has therefore recommended that a dry weather track should be considered from Tafleleh to Shobek and thence to Ma'an as a measure of relief in the area, the expenditure being defrayed from funds provided under Head of Estimates XXIV Public Works Extraordinary, Item 18, for building a second storey to the school at Es Salt.

7. In view of the gravity of the situation revealed by the Acting British Resident, I think this measure of relief should be undertaken as early as possible and I should be grateful for your telegraphic approval for this proposal.

I have, &c.,
J. R. CHANCELLOR,
High Commissioner for Trans-Jordan.

C. 89425/31 [No. 9].

No. 171.

COLONIAL OFFICE to TREASURY.

[Answered by No. 175.]

SIR,

Downing Street, 9th September, 1931.

I AM directed by Mr. Secretary Thomas to refer to the letter from this Department of the 4th of August,‡ forwarding a copy of a despatch* from the High Commissioner for Trans-Jordan, regarding the damage caused by the invasion of locusts early this year.

* C. 89425/31 [No. 1] : not printed. † Not printed. ‡ C. 89425/31 [No. 2] : not printed.

2 Sir John Chancellor, in the third paragraph of the above-mentioned despatch, pointed out that it might be found necessary to take steps for the relief from taxation of farmers who suffered loss. A despatch,* of which a copy is enclosed, has now been received from the High Commissioner recommending the remission of taxation to the amount of £P.12,178 and the construction of a dry-weather track from Tafleleh to Shobek at an estimated cost of £P.2,000 as a further measure of relief.

3. Their Lordships will observe that it is proposed to make good the loss of revenue involved by the remission of taxation by general savings on the Estimates for the current year of an amount of £P.6,200, and further specific savings of £P.5,980. In the absence of details it is not clear that the general savings form part of those recommended by the O'Donnell Commission,† and it is proposed to ask the Acting High Commissioner for details. In this connexion it is observed that the O'Donnell Commission recommended the curtailment of certain services, &c., involving a saving of £P.9,500 in 1931. As regards the further specific savings amounting to £P.5,980, a list of which forms part of enclosure 1 to the High Commissioner's despatch, it is observed that none of these, with the exception of the £P.1,500 under Head XXIV, is included in the economies recommended by the O'Donnell Commission. It would appear, therefore, that it is proposed to cut down some of the services which in normal circumstances might be regarded as essential, in order to make good the loss of revenue entailed by the adoption of this recommendation.

4. Their Lordships will observe that the Acting British Resident states that, whether or not the remission is approved, it will not be possible to collect the taxes this year. In all the circumstances, Mr. Thomas sees no alternative but to approve the remission of the taxation recommended. He also considers that the proposed relief works should be approved on the understanding that the total expenditure on Public Works Extraordinary this year does not exceed £P.10,000, the maximum recommended by the O'Donnell Commission.

5. Mr. Thomas would be glad to learn at a very early date whether Their Lordships concur in his proposal to approve the recommendations put forward by the High Commissioner, on the understanding stated in the foregoing paragraph.

I am, &c.,
O. G. R. WILLIAMS.

C. 89483/31 [No. 39].

No. 172.

TREASURY to COLONIAL OFFICE.

(S. 36124/4.)

SIR,

Treasury Chambers, 10th September, 1931.

I HAVE laid before the Lords Commissioners of His Majesty's Treasury Mr. Williams' letter of the 31st August, 1931,‡ and the accompanying copy of a despatch§ from the High Commissioner for Trans-Jordan, reporting that he has authorized expenditure up to an amount not exceeding £P.2,025 against the provision of £P.4,050 in the draft Trans-Jordan Administration Estimates for 1931-32, under Head XVIII—E—Item 15—Desert Patrol—Petrol and Maintenance of Transport.

In reply, My Lords direct me to request you to convey to the Secretary of State Their concurrence in his proposal to approve the action taken by the High Commissioner in the matter, on the understanding that the sum of £P.2,025 is the full amount which will be required for this service during the first six months of the current financial year.

I am, &c.,
G. C. UPCOTT.

* No. 170.

† Middle East No. 43

‡ No. 169.

§ No. 164.

C. 89425/31 [No. 10].

No. 173.

TRANS-JORDAN.

THE ACTING HIGH COMMISSIONER to THE UNDER-SECRETARY OF STATE.

(Received 14th September, 1931.)

High Commissioner for Trans-Jordan,

Jerusalem, 4th September, 1931.

THE Acting High Commissioner for Trans-Jordan presents his compliments to the Under-Secretary of State for the Colonies and with reference to Sir John Chancellor's despatch Trans-Jordan No. 111 of the 28th August,* on the subject of damage caused by the invasion of locusts this year in the Districts of Kerak, Tafleh, and Ma'an, is directed to request that the first line on page 3 of enclosure I may be amended to read:—

Head 5, Item 11 (Transport and Travelling, Chief Minister's Office) £P.20.

C. 89483/31 [No. 40].

No. 174

TRANS-JORDAN.

THE SECRETARY OF STATE to THE ACTING HIGH COMMISSIONER.
(No. 151.)

SIR, Downing Street, 22nd September, 1931.

I HAVE the honour to acknowledge the receipt of Sir J. Chancellor's despatch No. 98 of the 31st July,† and to inform you that, after consultation with the Lords Commissioners of the Treasury, I approve your action in authorizing expenditure up to an amount not exceeding £P.2,025 against the provision of £P.4,050 in the draft Trans-Jordan Administration Estimates for 1931-32 under Head XVIII, Item 15, Arab Legion Desert Patrol, on the understanding that this sum is the full amount which will be required for this service during the first six months of the current financial year.

I have, &c.,
J. H. THOMAS.

C. 89425/31 [No. 12].

No. 175.

TREASURY to COLONIAL OFFICE.

(S. 32671/2.)

SIR, Treasury Chambers, 25th September, 1931.

I HAVE laid before the Lords Commissioners of His Majesty's Treasury Mr. Williams's letter of the 9th September,‡ forwarding a copy of a despatch from the High Commissioner for Trans-Jordan regarding the damage caused by the invasion of locusts early this year, and I am now to request you to convey to the Secretary of State the following reply.

While My Lords are disposed to concur with Mr. Thomas that it will ultimately be necessary to approve the remissions of taxation recommended by the High Commissioner in the Districts of Kerak, Tafleh, and Ma'an, and, in the circumstances described, to sanction reasonable expenditure on relief works in the stricken districts, they regard it as essential that the loss of revenue and additional expenditure involved should, if at all possible, be made good by economies additional to those recommended by the recent Financial Commission.

It appears from the list of specific savings proposed by the Trans-Jordan Government, and detailed in the despatch from the Acting British Resident, dated the 26th August, 1931, that two of the items (viz., £P.1,500 under Head XXIV and £P.500 under Head XV A) out of the total of £P.5,980 are included in the economies recommended by the Commission. It is, moreover, possible that certain of the economies described as "General Savings" may be in respect of items covered by the Com-

* No. 170. † No. 164. ‡ No. 171. § Enclosure (not printed) in No. 170.

mission's recommendations. Before, therefore, formal approval is given for the remission of taxation to the amount of £12,178, My Lords consider that further inquiry should be made with regard to the proposed economies and an assurance obtained from the High Commissioner that the loss of revenue will be offset by economies in addition to the economies totalling £9,500 recommended by the O'Donnell Commission, and further, that these economies will not take the form of a postponement of expenditure, which will involve an excess on the total of expenditure envisaged by the Commission for subsequent years.

With regard to the proposed relief works, similar considerations apply, and I am to suggest that the High Commissioner might be asked whether the proposed expenditure on relief works can be met without exceeding the total of £10,000 under Head XXIV recommended by the Commission for this and subsequent years.

I am, &c.,
R. V. NIND HOPKINS.

C. 89425/31 [No. 13].

No. 176.

TRANS-JORDAN.

THE ACTING HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 1.26 p.m., 29th September, 1931.)

TELEGRAM.

[Answered by Nos. 177 and 178.]

No. 76. 29TH SEPTEMBER. My despatch of 28th August, Trans-Jordan No. 111.* Owing to gravity of situation in distressed area I shall be grateful for early approval of expenditure proposed in paragraph 6.

C. 89425/31 [No. 16].

No. 177.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE ACTING HIGH COMMISSIONER.

(Sent 1 p.m., 1st October, 1931.)

TELEGRAM.

No. 114. Your telegram No. 76.† I approve expenditure of £2,000 on relief works provided that such expenditure is reckoned on the £10,000 which O'Donnell Commission recommend as maximum expenditure on Head XXIV, see report, paragraph 302. Despatch follows regarding remission of tithe.—THOMAS.

C. 89425/31 [No. 17].

No. 178.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE ACTING HIGH COMMISSIONER.

[Answered by Nos. 183 and 190.]

(No. 162.)

SIR, Downing Street, 5th October, 1931.

WITH reference to your telegram No. 76 of the 29th of September‡ and to Sir John Chancellor's despatch No. 111 of the 30th of August,* on the subject of the remission of taxation and commencement of relief works in certain districts of Trans-Jordan, I have the honour to confirm my telegram No. 114 of the 1st of October,‡ in which I approved the expenditure of a sum not exceeding £2,000 on the works which it is proposed to undertake, provided that such expenditure is reckoned as part of the

* No. 170.

† No. 176.

‡ No. 177.

£10,000 which the O'Donnell Commission recommended as the maximum expenditure under Head XXIV, Public Works Extraordinary, see paragraph 302 of their Report.

2. With regard to the question of remitting taxation amounting to £12,178 in these areas, I have consulted the Lords Commissioners of the Treasury and I consider that it will ultimately be found necessary to approve these remissions, but I regard it as essential that the loss of revenue should, if possible, be made good by economies additional to those recommended by the O'Donnell Commission. It appears from the list of specific savings contained in the first enclosure to the despatch under reference that two of the items, viz., £1,500 under Head XXIV and £500 under Head XV A, out of the total of £5,980, are included in the economies recommended by the Commission. It is, moreover, possible that certain of the economies described as "general savings" may be in respect of items covered by the Commission's recommendations. Before, therefore, my final approval is given for these remissions, I shall be glad if you will cause further inquiry to be made with regard to the proposed economies. I shall also be glad to receive your assurance that the loss of revenue will be offset by economies in addition to the economies totalling £9,500, which were recommended by the O'Donnell Commission, and further that they will not take the form of a postponement of expenditure which will involve an excess on the total of expenditure envisaged by the Commission for subsequent years.

I have, &c.,
J. H. THOMAS.

C. 89483/31 [No. 41].

No. 179.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE ACTING HIGH COMMISSIONER.

[Answered by No. 183.]

(No. 187.)

SIR,

Downing Street, 6th November, 1931.

I HAVE the honour to refer to paragraph 316 of the Report of the O'Donnell Commission* relating to the general financial position of the Trans-Jordan Administration, and to inform you that it would appear that the Commission did not take account of any ex-gratia contributions from Palestine on account of currency profits.

2. In my despatch No. 674 of the 5th of September,† addressed to the Officer Administering the Government of Palestine, I approved the proposal to make an ex-gratia grant, fixed at 6.5 per cent. of the profits, to the Trans-Jordan Government, and I sanctioned the payment of £1,950, calculated on that basis, in respect of the years 1929 and 1930. With regard to the year 1931, I have approved the proposal of the Palestine Currency Board to allot the sum of £35,000 as a contribution to the Government of Palestine, and I assume that a similar percentage of this amount will be paid to the Trans-Jordan Government, as an ex-gratia grant. I shall be glad if you will arrange for an application to be presented to the Palestine Government with a view to these payments being made before the 31st December next. These payments will involve an increase of approximately £4,000 in the estimated revenue of Trans-Jordan for 1931-32, with the result that the reduction in the grant-in-aid figure as given in paragraph 316 of the Commission's Report should be increased from £14,000 to £18,000.

I have, &c.,
J. H. THOMAS.

C. 89483/31 [No. 42].

No. 180.

MR. O. G. R. WILLIAMS (COLONIAL OFFICE)

to

MR. W. R. L. TRICKETT (TREASURY).

DEAR TRICKETT,

Downing Street, 9th November, 1931.

PLEASE refer to your letter No. S. 35961/01/31 of the 27th August,‡ on the subject of Palestine's ex-gratia payment to Trans-Jordan in respect of currency profits.

* Middle East No. 43.

† C. 89469/31 [No. 4]: not printed.

‡ No. 168.

We agree that the Commission's figures for the 1931-32 Estimates for Trans-Jordan require amendment.

The sum of £1,950 will be paid by Palestine to Trans-Jordan in respect of the profit for 1929 and 1930 and it is presumed that £2,275, i.e., 6.5 per cent. of £35,000, will be paid for 1931.

The figures of possible grants-in-aid in the Report should, therefore, be reduced by approximately £4,000. I enclose a copy of a despatch* addressed to the Acting High Commissioner for Trans-Jordan on the subject, and I would take the opportunity to refer to paragraph 3 of our official letter of the 29th of July,† in which an error occurred, since no provision was made in the Trans-Jordan Estimates for 1931 in respect of receipts from the Currency Board.

Yours, &c.,
O. G. R. WILLIAMS.

C. 89483/31 [No. 43].

No. 181.

TRANS-JORDAN.

THE ACTING HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 16th November, 1931.)

[Answered by No. 191.]

(No. 152.)

High Commissioner for Trans-Jordan,

SIR,

Jerusalem, 7th November, 1931.

I HAVE the honour to refer to Lord Passfield's despatch No. 129 of the 19th August,‡ regarding the Estimates of the Trans-Jordan Administration for the financial year 1931-32.

2. Included in the items of expenditure which were approved in that despatch is a payment of £P.410 (Head I, Item 1) to the Amir Talal for the period from the 1st October, 1931, to the 31st March, 1932.

If it was intended that the annuity should be paid in future at the rate of £P.820 a year and not at the rate of £P.1,000 a year as recommended by the High Commissioner, I should be grateful if I might be informed on what basis the reduced figure was calculated.

I have, &c.,
M. A. YOUNG,
Acting High Commissioner
for Trans-Jordan.

C. 89511/31 [No. 1].

No. 182.

TRANS-JORDAN.

THE ACTING HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 5.55 p.m., 25th November, 1931.)

TELEGRAM.

[Answered by No. 184.]

No. 85. 25TH NOVEMBER. Trans-Jordan Government request authority to guarantee a loan of £6,000 to be made to Agricultural Bank by Ottoman Bank, capital and interest to be repaid in four annual instalments starting second anniversary of issue. The guarantee would be secured by annual payments approximately £3,500 made by the Government to Agricultural Bank on account of latter's share in certain revenues under Ottoman Law. I recommend that request be granted. I have discussed matter with the Amir, who represents that cultivators who will be benefited by this increase of Bank's capital are in great need. I should like to give him an early answer and should be grateful for your approval by telegram.

* No. 179.

† C. 89469/31 [No. 2]: not printed.

‡ No. 165.

C. 89425/31 [No. 19].

No. 183.

TRANS-JORDAN.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 9.20 p.m., 27th November, 1931.)

TELEGRAM.

[Answered by Nos. 188 and 193.]

No. 86. 27TH NOVEMBER. Your despatch of the 5th October, No. 162.* Relief work in Trans-Jordan. British Resident reports that many inhabitants of afflicted area are still in such poverty that they cannot buy seed for winter crops. The Agricultural Bank cannot assist them because their land being unregistered there is no satisfactory security for loans. I therefore request that in view of approach of season for sowing authority be given telegraphically to appropriate a sum of £4,576 as special fund out of which to make unsecured advances of not more than £12 in any case to these farmers with interest 9 per cent. repayable in two instalments. The sum would be made up as follows:—(1) £2,275 being Trans-Jordan share in profits of Palestine currency for 1931, (2) £1,300 from provision of £2,333 set aside in Grant-in-Aid for mapping Syrian frontier zone. In view of agreement now reached not more than £1,000 will be required for this service, (3) £1,000 to be contributed voluntarily by Government officials. It must be anticipated that some proportion of these loans will in the circumstances prove irrecoverable. I observe that intention stated in your despatch No. 187 of the 6th November† that ex gratia grant to Trans-Jordan in respect of currency profits should be applied to reduction of Imperial Grant-in-Aid of Trans-Jordan revenue. I trust that you will nevertheless approve proposal, as I am satisfied that advances are necessary in order to avert widespread distress.

C. 89511/31 [No. 2].

No. 184.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Sent 7 p.m., 30th November, 1931.)

TELEGRAM.

[Answered by No. 186.]

No. 127. YOUR telegram No. 85 of 25th November.‡ I should wish if possible to give favourable consideration to your proposal, but before I can come to definite conclusion and put it to the Treasury I must ask for further information.

(1) What is present constitution and financial position of the Agricultural Bank? I observe from your despatch 145 of 31st October§ that a loan of £4,000 is still outstanding, when and how will repayment of this latter loan be effected?

(2) What rate of interest would the Ottoman Bank charge on proposed loan and what portion of it would be issued to cultivators and on what terms?

I should also be glad to have by mail full particulars of arrangement under which Agricultural Bank receives under Ottoman law share of certain revenues.—CUNLIFFE-LISTER.

C. 89425/31 [No. 20].

No. 185.

COLONIAL OFFICE to TREASURY.

[Answered by No. 187.]

SIR,

Downing Street, 3rd December, 1931.

I AM directed by Secretary Sir Philip Cunliffe-Lister to enclose, for the information of the Lords Commissioners of the Treasury, a copy of a telegram|| which has been received from the High Commissioner for Trans-Jordan, in which Sir Arthur

* No. 178. † No. 179. ‡ No. 182. § C. 89450/31 [No. 9]: not printed || No. 183.

Wauchope asks for authority by telegraph to spend a sum of £4,575 on advances to cultivators who are in such poverty, as the result of the locust invasion, that they cannot buy seed for winter crops.

2. Their Lordships will observe that it is proposed to make unsecured advances out of this fund not exceeding £12 in any one case at a rate of interest of 9 per cent., repayable in two instalments. It will also be observed that, of the sum of £4,575, £1,000 is to be contributed voluntarily by Government officials, and that the balance is to be found from savings on the Grant-in-Aid to the Trans-Jordan Administration provided under Sub-Head J.3 of the Colonial and Middle Eastern Services Vote in 1931. The High Commissioner specifically mentions a saving of £1,300 on the provision made in the Grant-in-Aid for the limitation of the Trans-Jordan-Syria frontier and he asks that Trans-Jordan's share in the profits of the Palestine currency for 1931, namely, £2,275, of which cognisance was not taken when the Grant-in-Aid was determined, but which has since arisen, might also be utilized in order to avert widespread distress. Sir Philip Cunliffe-Lister supports the High Commissioner's proposal both on humanitarian and on financial and political grounds.

3. Their Lordships are already aware of the proposals that have already been put forward to remit certain taxation owing to losses by locust invasion and partial failure of crops following a succession of bad harvests, and it is clear that, if these poverty stricken cultivators are not placed in a position which will enable them to sow their seed, a loss of revenue must result. Further, it is most desirable to avoid the possibility of unrest in Trans-Jordan which will be enhanced if the villagers in the afflicted areas are left without any means of subsistence, and it might even be found necessary to feed them at Government expense.

4. As regards the sources from which the money could be found, I am to say that the figure of £2,275 shown as Trans-Jordan's share of the profits of the Palestine currency for 1931 has been verified. With regard, however, to the provision for the mapping party, the sum provided in the Grant-in-Aid of the Trans-Jordan Administration for this purpose was £1,333: it is hoped that the mapping party will complete its work before the 31st March next.

5. The Secretary of State would like to place on record his appreciation of the action of the Government officials in consenting to make a voluntary contribution of £1,000. The possibility and expediency of raising further amounts by public subscription in Trans-Jordan may have been considered by the local authorities. It would not, however, be possible to forecast at all accurately the amount which could be so collected and, if the winter crops are to be sown, the need to take steps for the assistance of inhabitants of distressed areas is urgent.

6. It will be observed that the High Commissioner anticipates that a proportion of the proposed loans may prove to be irrecoverable. Nevertheless, Sir Philip Cunliffe-Lister would strongly recommend that a sum of £3,500 out of the Grant-in-Aid be allotted for the purpose of making unsecured advances to distressed cultivators, repayable with interest at 9 per cent. in two instalments and not exceeding £12 in any one case, and he would ask that Their Lordships may be moved to concur in this recommendation at a very early date. He would propose to ask the High Commissioner to render periodical returns showing the position of the loans.

I am, &c.,

O. G. R. WILLIAMS.

C. 89511/31 [No. 3].

No. 186.

TRANS-JORDAN.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 12.50 p.m., 8th December, 1931.)

TELEGRAM.

[Answered by No. 192.]

No. 90. 8TH DECEMBER. Your telegram No. 127 of 30th November.* Particulars of the present constitution and financial position of the Agricultural Bank are given in Annual Report, 1929, page 144, and 1930, page 200. The loan of £4,000

* No. 184.

mentioned in my despatch No. 145 of 31st October* is repayable in four annual instalments but it is likely that payment of first instalment falling due on 2nd December, 1931, will be deferred for a year. British Resident does not anticipate any unusual difficulty in repayment of this loan, but if necessary instalment due can be deducted from share of the Bank in tithe revenue, see below. Loan of £6,000 by the Ottoman Bank would be bank rate of interest but not less than $5\frac{1}{2}$ per cent. compounded half-yearly. The loan would be issued in full to cultivators at 9 per cent., advances to be repaid in from two to five years. Particulars of arrangements under which the Agricultural Bank receives a share of certain revenue follow by mail.

C. 89425/31 [No. 21].

No. 187.

TREASURY to COLONIAL OFFICE.

(S. 32671/2.)

SIR,

Treasury Chambers, 8th December, 1931.

I HAVE laid before the Lords Commissioners of His Majesty's Treasury Mr. Williams's letter of the 3rd instant,† and the accompanying copy of a telegram from the High Commissioner for Trans-Jordan asking for authority to spend a sum of £4,575 on advances to cultivators who are in such poverty, as the result of the locust invasion, that they cannot buy seed for winter crops.

In reply, I am to request you to inform the Secretary of State that My Lords concur in his proposal that a sum not exceeding £3,500 may be expended in making unsecured advances to distressed cultivators, repayable with interest at 9 per cent. in two instalments and not exceeding £12 in any one case. Their approval is given on the understanding that no excess is involved on the Grant-in-Aid towards the expenses of Trans-Jordan administration provided in the Vote for Colonial and Middle Eastern Services (Sub-head J. 3).

I am, &c.,
F. PHILLIPS.

C. 89425/31 [No. 22].

No. 188.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Sent 3 p.m., 10th December, 1931.)

TELEGRAM.

No. 132. YOUR telegram No. 86 of 27th November.‡ After consultation with Treasury I approve allotment of sum not exceeding £3,500 out of Grant-in-Aid for purpose of making unsecured advances to distressed cultivators repayable with interest at 9 per cent. in two instalments, and not exceeding £12 in any one case. Approval is given on understanding that no excess on amount of Grant-in-Aid is involved. Despatch follows.—CUNLIFFE-LISTER.

C. 89511/31 [No. 4].

No. 189.

COLONIAL OFFICE to TREASURY.

SIR,

Downing Street, 10th December, 1931.

I AM directed by Secretary Sir Philip Cunliffe-Lister to transmit to you, to be laid before the Lords Commissioners of the Treasury, the accompanying copies of telegraphic correspondence§ with the High Commissioner for Trans-Jordan regarding a request by the Trans-Jordan Government for authority to guarantee a loan of £P.6,000 to be made by the Ottoman Bank to the Agricultural Bank of Trans-Jordan.

2. I am also to enclose, for convenience of reference, extracts,|| marked A and B respectively, from the Palestine and Trans-Jordan Annual Reports for 1929 and 1930 giving the particulars of the Agricultural Bank, to which reference is made in the High Commissioner's telegram No. 90.¶

* C. 89450/31 [No. 9]: not printed. † No. 185. ‡ No. 183. § Nos. 182, 184, and 186.
|| Not reprinted here. ¶ No. 186.

3. It will be seen from extract A that the Agricultural Bank, which was established in 1921, is not directly controlled by the Government, but is subject to the regulations in force under the Turkish regime. Of the Board of nine Directors, five are Government officials; the others are elected from among reputable farmers and land-owners.

4. Sir Philip Cunliffe-Lister would invite attention to the following figures taken from the extracts from the Reports:—

Capital of Bank :—approximately £P.40,000 (at 31st March, 1929.)

	1928-29.	1929-30.
	£P.	£P.
Revenue from interest on loans ...	806	2,871
Expenses ...	1,050	1,316
Loans issued ...	5,594	13,986
Repayment of loans ...	7,799	9,760
Debts to Trans-Jordan Government		

(a) £P.1,565 in connexion with loan made by Palestine in 1925 (see extract A).

(b) £P.4,000 in respect of the loan made to the Bank in 1928 (see in this connexion Treasury letter S. 9824/07 of 22nd November, 1929).*

The former was due for repayment in October, 1930. The latter is repayable to His Majesty's Exchequer in four annuities of £P.1,297, the first of which falls due in December, 1931.

5. It appears from the Annual Report for 1929 (extract A) that the Agricultural Bank is entitled to 8 per cent. of the revenue derived from tithes, and that this has been compounded for a fixed annual payment of £P.3,500. Further details of the arrangement by which the Agricultural Bank receives a share of the tithes are promised by mail in the High Commissioner's telegram No. 90.

6. The annual payment made to the Agricultural Bank in respect of its share of the tithes is sufficient to secure the repayment of the debts (a) and (b) in paragraph 4 above, due by the Bank to the Trans-Jordan Government and His Majesty's Government and, in addition, the repayment of the proposed loan of £P.6,000 which the High Commissioner states in his telegram No. 85† is to be made in four annual instalments starting on the second anniversary of the issue of the loan.

7. The High Commissioner states, in fact, that the Trans-Jordan Government's guarantee of the proposed loan would be secured by annual payments made to the Agricultural Bank, and there seems to be little or no likelihood of the Trans-Jordan Government being called upon to implement its guarantee. Sir Philip Cunliffe-Lister considers that there can be no doubt as to the desirability of the loan, both in the interests of the cultivators themselves, who are stated to be in great need, and agricultural development generally. In the circumstances he is strongly of the opinion that no objection should be raised to the proposal of the Trans-Jordan Government to guarantee the loan, and he trusts that the Lords Commissioners will concur in this view.

8. I am to request the favour of a very early reply to this letter.

I am, &c.,
O. G. R. WILLIAMS.

C. 89425/31 [No. 24].

No. 190

TRANS-JORDAN.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 14th December, 1931.)

[Answered by No. 200.]

(No. 166.)

High Commissioner for Trans-Jordan,

SIR,

Jerusalem, 4th December, 1931.

I HAVE the honour to refer to Mr. Thomas's despatch No. 162 of the 5th October, 1931,‡ on the subject of the remission of taxation and commencement of relief works in certain districts of Trans-Jordan.

* No. 50 in Middle East No. 29.

† No. 182.

‡ No. 178.

2. I am assured by the British Resident, Amman, that the specific economies totalling £P.5,900, and the economies from general savings totalling £P.6,800, which the Trans-Jordan Government proposes to realize so as to offset the loss of revenue due to remission of taxation amounting to £P.12,178 in the affected areas, are over and above the economies recommended by the Financial Commission.

3. Colonel Cox also confirms that the specific and general economies in question will not take the form of a postponement of expenditure which will involve an excess on the total of expenditure envisaged by the Commission for subsequent years.

I have, &c.,
A. G. WAUCHOPE,
High Commissioner for Trans-Jordan.

C. 89483/31 [No. 44].

No. 191.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(No. 208.)

SIR, Downing Street, 18th December, 1931.

I HAVE the honour to acknowledge the receipt of Mr. Young's despatch No. 152 of the 7th of November,* regarding the payment to the Amir Talal of the sum of £P.410 under Head I, Item 1, of the Estimates of the Trans-Jordan Administration for the year 1931-32, in respect of the period from the 1st of October, 1931, to the 31st of March, 1932.

2. This amount represents a payment to the Amir Talal at the rate of £P.1,000 per annum as from the 1st of October, 1931, less the sum of £P.90 which it is understood the Amir Abdullah would himself have paid to his son, the provision under Item 2 of Head I in the original Estimates for 1931-32 being deleted.

I have, &c.,
P. CUNLIFFE-LISTER.

C. 89511/31 [No. 6].

No. 192.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Sent 4.0 p.m., 22nd December, 1931.)

TELEGRAM.

No. 134. YOUR telegram No. 90.† I approve proposal to guarantee loan of £6,000 if you are satisfied that otherwise Government will lose revenue and may even have to resort to relief measures.

I understand that local bank rate follows London. If Government guarantee the loan it is considered that interest at bank rate should suffice without a fixed minimum of 5½ per cent. as suggested. Also it is not clear why Agricultural Bank should not repay first instalment on first anniversary of issue of loan.—CUNLIFFE-LISTER.

C. 89425/31 [No. 23].

No. 193.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(No. 211.)

SIR, Downing Street, 23rd December, 1931.

I HAVE the honour to confirm my telegram No. 132 of the 10th of December,‡ in which I informed you that, after consultation with the Lords Commissioners of the

* No. 181.

† No. 186.

‡ No. 188.

Treasury, I approve the allotment out of the Grant-in-Aid of the Trans-Jordan Administration of a sum not exceeding £P.3,500 for the purpose of making unsecured advances to distressed cultivators repayable with interest at 9 per cent. in two instalments and not exceeding £P.12 in any one case. I shall be glad to be furnished in due course with quarterly returns showing the position of the loans.

2. I desire to place on record my appreciation of the action of the Government officials in consenting to make a voluntary contribution of £P.1,000.

I have, &c.,
P. CUNLIFFE-LISTER.

C. 89511/31 [No. 8].

No. 194.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Sent 5.5 p.m., 30th December, 1931.)

TELEGRAM.

No. 138. My telegram 134 of 22nd December.* Ottoman Bank have discussed question of loan. I have agreed to fixed rate of interest of 5½ per cent. for period of loan instead of bank rate.—CUNLIFFE-LISTER.

C. 89425/31 [No. 25].

No. 195.

COLONIAL OFFICE to TREASURY.

[Answered by No. 196.]

SIR, Downing Street, 6th January, 1932.

I AM directed by Secretary Sir Philip Cunliffe-Lister to refer to the letter from this Department of the 14th of October last,† on the subject of the remission of taxation and commencement of relief works in certain districts of Trans-Jordan, and to transmit to you, to be laid before the Lords Commissioners of the Treasury, a copy of a despatch‡ from the High Commissioner for Trans-Jordan on the subject.

2. Sir Philip Cunliffe-Lister would be glad to learn whether Their Lordships are now prepared to sanction the remission of taxation amounting to £P.12,178.

I am, &c.,
O. G. R. WILLIAMS.

C. 89425/31 [No. 26].

No. 196.

TREASURY to COLONIAL OFFICE.

(S. 32671/2.)

SIR, Treasury Chambers, 25th January, 1932.

I HAVE laid before the Lords Commissioners of His Majesty's Treasury Mr. Williams's letter of the 6th instant,§ enclosing a copy of a further despatch‡ from the High Commissioner for Trans-Jordan on the subject of the relief from taxation of certain farmers who suffered loss from an invasion of locusts.

My Lords note that the savings which the Trans-Jordan Government will effect to offset the revenue lost through this concession are additional to the economies recommended by the Financial Commission and, further, that the economies to be effected will not take the form of a postponement of expenditure envisaged by the Commission for future years.

In reply I am to request you to inform the Secretary of State that, in the circumstances described, My Lords sanction the proposed remission of taxation amounting to £P 12,178.

I am, &c.,
R. V. NIND HOPKINS.

* No. 192.

† C. 89425/31 [No. 18]: not printed.

‡ No. 190

§ No. 195.

TRANS-JORDAN.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 6th February, 1932.)

[Answered by Nos. 198 and 199.]

(Confidential.)

SIR, High Commissioner's Office, Jerusalem, 30th January, 1932.
I HAVE the honour to refer to your telegram No. 131 of the 8th December,* on the subject of the recommendations of the Financial Commission in regard to the expenditure of the Trans-Jordan Government and to transmit herewith, in accordance with your request, revised Estimates of Revenue and Expenditure for the current year by heads together with a copy of a covering letter from the British Resident.

2. I would draw particular attention to the fact that the revised Estimate of Expenditure under Head 4, Pensions and Gratuities, provides for an increase of £900 on the original Estimate and for a transfer of £P.450 from Item 2 to Item 1.

The details of this Head are:—

	Actuals. 1930-31. £P.	Original Estimate 1931-32. £P.	Revised Estimate 1931-32. £P.
1. Pensions	3,108	2,400	3,750
2. Gratuities	2,047	2,000	1,550
Total	£P.5,155	£P.4,400	£P.5,300

The known liabilities of the Trans-Jordan Government for the current year are £P.3,742.257 mils. The additional provision now made will be offset by general savings and I have accordingly sanctioned the increased expenditure.

I shall be glad if you will now approve by telegram the revised Estimates.

I have, &c.,

M. A. YOUNG,
High Commissioner's Deputy.

Enclosure 1 in No. 197.

REVISED ESTIMATED REVENUE 1931-32.

Head of Revenue.	Actual Receipts 1929-30. £P.	Actual Receipts 1930-31. £P.	Original Estimated Receipts 1931-32. £P.	Revised Estimated Receipts 1931-32. £P.
1. Customs and Excise ...	64,168	64,956	72,000	65,000
2. Licences, Taxes, &c. ...	129,587	133,381	140,300	122,000
3. Fees of Court or Office, &c.	23,996	26,189	27,350	24,770
4. Posts, Telegraphs, and Telephones	13,015	18,777	16,200	13,200
5. Revenue from Govern- ment Property ...	4,720	3,276	5,500	3,400
6. Interest	1,011	967	890	640
7. Miscellaneous Receipts ...	1,925	1,106	810	†4,840
8. Sale of State Domains ...	750	1,412	800	1,300
9. Grant-in-Aid Trans-Jor- dan Frontier Force ...	31,475	33,452	34,450	34,450
10. Grant-in-Aid Trans-Jor- dan Government ...	40,000	84,000	86,700	82,500
11. Reimbursement by Pales- tine of half cost of Anti- Locust Campaign ...	5,500	—	—	—
Total Revenue	£P.316,147	£P.367,516	£P.385,000	£P.352,100

* C. 89498/31 [No. 11]: not printed.

† Increase mainly due to payment of the share of Palestine Currency Profits.

Enclosure 2 in No. 197.

REVISED ESTIMATED EXPENDITURE 1931-32.

Head of Expenditure.	Actuals 1929-30. £P.	Actuals 1930-31. £P.	Original Estimates 1931-32. £P.	Revised Estimates 1931-32. £P.
1. Civil List	15,537	13,556	14,610	14,020
2. Public Debt and Loan Charges	652	730	590	590
3. Legislature	3,442	3,598	4,082	3,782
4. Pensions and Gratuities	3,705	5,155	4,400	5,300
5. Chief Minister and In- terior	4,688	3,715	4,071	3,839
6. District Administration	7,800	7,294	7,337	7,267
7. Ministry of Justice ...	15,048	15,023	16,117	15,805
8. Sharia Courts	3,539	3,641	3,961	3,834
9. Finance Department ...	15,756	14,810	16,524	15,544
10. Customs and Excise ...	7,002	6,897	8,109	8,037
11. Public Health Department	10,824	10,900	12,646	11,943
11A. Ma'an Quarantine ...	9	—	106	106
12. Education Department ...	21,463	21,721	25,496	23,888
13. Agriculture, Forests and Veterinary	5,418	5,296	8,312	7,146
14. Department of Antiquities	1,833	2,376	2,915	2,735
15. Public Works Department	3,991	4,480	5,105	4,803
15A. Public Works Recurrent	19,703	16,690	23,700	18,242
16. Posts, Telegraphs, and Telephones	10,046	11,451	14,928	13,553
17. Lands Department ...	10,701	12,636	14,762	14,402
18. Police and Prisons—				
A. Police	84,805	81,128	85,449	85,099
B. Prisons	11,927	11,231	12,853	12,602
C. Intelligence	931	869	—	—
D. His Highness's Guard	—	1,874	—	—
E. Desert Patrol	—	3,647	16,813	16,713
19. Miscellaneous	12,068	10,507	11,438	9,480
20. British Resident	6,897	7,003	6,979	6,979
21. Audit Department	3,198	3,271	4,287	3,449
22. Tribal Control Board ...	140	1,468	1,510	1,510
23. Trans - Jordan Frontier Force (one-sixth ordi- nary Expenditure) ...	29,251	29,900	30,909	30,909
Total Ordinary Expenditure	£P.310,374	£P.310,894	£P.358,009	£P.341,577

Extraordinary.

24. Public Works Extraordi- nary	8,087	4,894	15,500	12,625
25. Posts and Telegraphs Extraordinary	2,120	833	3,550	2,967
26. British Resident Extra- ordinary	259	—	300	300
27. H.H. The Amir (Land Development)	—	—	3,000	3,000
28. Trans - Jordan Frontier Force Extraordinary (one-sixth)	2,223	3,552	3,541	3,541
29. Police and Prisons	—	7,276	600	7,256
30. Antiquities	2,475	59	500	400
31. Anti-Locust Campaign ...	12,648	21,121	—	—
32. Nejd Arbitration	—	1,903	—	—

Head of Expenditure.	Actuals 1929-30.	Actuals 1930-31.	Original Estimates 1931-32.	Revised Estimate 1931-32.
	£P.	£P.	£P.	£P.
33. Public Health Extra-ordinary ...	274	—	—	—
34. Expenses of Trans-Jordan Syrian Boundary Commission ...	—	—	—	1,000
Total Extraordinary	£P.28,086	£P.39,638	£P.26,991	£P.31,089
GRAND TOTAL EXPENDITURE	£P.238,460	£P.350,532	£P.385,000	£P.372,666

Enclosure 3 in No. 197.

REVISED ESTIMATES, TRANS-JORDAN GOVERNMENT 1931-32.

Summary showing the Estimated Deficit at 31st March, 1932.

	£P.	£P.	£P.
Actual Surplus at 31st March, 1931 ...			12,338
Actual Receipts 1st April, 1931, to 30th September, 1931:—			
Local Revenue ...	118,246		
Grant-in-Aid of Trans-Jordan Frontier Force ...	8,286		
Grant-in-Aid, Trans-Jordan Government ...	37,750		
		164,282	
Estimated further receipts from 1st October, 1931, to 31st March, 1932:—			
Local Revenue ...	116,904		
Grant-in-Aid of Trans-Jordan Frontier Force ...	26,164		
Grant-in-Aid of Trans-Jordan Government ...	44,750		
		187,818	
			352,100
			364,438
Actual Expenditure 1st April, 1931, to 30th September, 1931:—			
Ordinary ...	142,343		
Extraordinary ...	4,787		
		147,130	
Estimated further expenditure 1st October, 1931, to 31st March, 1932:—			
Ordinary ...	199,234		
Extraordinary ...	26,302		
		225,536	
			372,666
Estimated Deficit at 31st March, 1932 ...			£P.8,228

A. L. KIRKBRIDE,
Financial Adviser.

Enclosure 4 in No. 197.

SPECIFIC SAVINGS BASED ON RECOMMENDATIONS OF LOCAL ECONOMY COMMITTEE ON BASIS OF ONE MONTH'S SALARY IN RESPECT OF REDUCTIONS OF PERSONNEL, EXCEPTING WHERE A GREATER PERIOD IS SHOWN:—

				£P.
Head 5.	Item 11—Transport and Travelling ...			70
	Item 12—Light and Heating ...			10
Head 6.	Item 11—Transport and Travelling ...			70
Head 7.	Item 52—Tribal Court Expenses ...			10
Head 8.	Item 7—(One Clerk) ...			9
	Item 13—Transport and Travelling ...			40
Head 9.	Item 13—(One Treasury Officer) ...			16
	Item 21—Transport and Travelling ...			60
	Item 25—Tithe Estimation ...			50
	Item 26—Animal Enumeration ...			100
Head 10.	Item 12—(Customs Officer, Damascus) ...			15
	Item 25—(1 Customs Guard) ...			5
	Item 27—(1 Orderly) ...			2
	Item 28—Transport and Travelling ...			50
Head 11.	Item 39—Transport and Travelling ...			50
	Item 43—Clothing ...			37
Head 13.	Item 22—Transport and Travelling ...			150
Head 14.	Item 9—Transport and Travelling ...			60
	Item 14—Redemption ...			25
Head 15.	Item 4—(Inspector of Roads from 1st October, 1931) ...			110
Head 16.	Item 9—(1 Clerk—post never filled) ...			119
	Item 15—1 Postmaster ...			6
	Item 22—2 Linesmen—full year ...			120
	Item 27—Transport and Travelling ...			50
	Item 30—Clothing ...			50
	Item 31—Stores ...			450
	Item 32—Transport of Mail ...			200
	Item 33—Commission to Stamp Vendors ...			30
Head 18—A. Police.				
	Item 73—Pension Contribution ...			100
Head 21.	Item 14—Transport and Travelling ...			150
	Item 16—Contingencies ...			4
				£P.2,218

Enclosure 5 in No. 197.

SAVINGS AGREED TO BY HEADS OF DEPARTMENTS IN ADDITION TO THE RECOMMENDATIONS OF THE ECONOMY COMMITTEE:—

				£P.
Head 15A.—Public Works Recurrent ...				700
Head 16.—Posts and Telegraphs (Item 31) ...				200
Head 17.—Lands (Item 34) ...				300
Head 25.—Posts and Telegraphs Extraordinary ...				1,250
				£P.2,450

Enclosure 6 in No. 197.

Office of the British Resident, Trans-Jordan,
Amman, 14th January, 1932.

YOUR EXCELLENCY,

I HAVE the honour to refer to your No. CF/211/31 of the 22nd December, 1931, and to the Secretary of State's telegram No. 131 of the 8th December, 1931, relating to the revised estimates of Revenue and Expenditure, by Heads, for the current financial year.

2. Schedules are attached hereto showing:—

- (1) Revised estimated Revenue.
- (2) Revised estimated Expenditure.
- (3) The estimated deficit at the 31st March, 1932.
- (4) Reductions agreed to by the Government following on the recommendations made by the local Economy Committee.
- (5) Further specific savings made in the Departments of Public Works, Posts and Telegraphs and Lands.

3. It has unfortunately been necessary to make heavy cuts in the figures of estimated receipts. As Your Excellency is aware the conditions obtaining in the current year are of exceptional difficulty. Whilst every endeavour will be made to press the collection of revenue, I doubt whether it will be possible to improve on the revised figures now given.

4. It has been necessary to increase certain Heads of Expenditure on account of revotes and new items authorized since the original Estimates were prepared.

The revised figures for Expenditure are arrived at after taking account of:—

- (1) Those specific savings made on the change of Government in February last (vide Your Excellency's despatch No. 34 of 20th March, 1931).
- (2) The reductions recommended by the O'Donnell Commission which were accepted.
- (3) The specific savings indicated in Your Excellency's despatch No. 111 of 28th August, 1931, as amended in my No. 3383/3 of 9th December, 1931, in regard to the £P.500 under Head XVIII—E (Item 19).
- (4) The approved recommendations of the local Economy Committee on the assumption that one month's emoluments will be saved in the case of reductions of personnel.
- (5) Some further specific savings in the Department of Public Works, Posts and Telegraphs and Lands.
- (6) The "deferment" of the provision for the Irbid Hospital and the Agricultural School, since it is improbable that any expenditure will be incurred thereon this year.

5. The schedules show an estimated deficit of £P.7,928 at the 31st March, 1932, but I am confident that this deficit will be covered by general savings, of which account has not been taken in arriving at the revised figures of Revenue and Expenditure. In justification of this assumption it is perhaps necessary to mention that in 1929-30 and 1930-31 the general savings on recurrent expenditure were £P.9,000 and £P.17,000 respectively.

6. I beg that Your Excellency will request the Secretary of State to now sanction the Estimates as a whole with the minimum of delay

I have, &c.,

C. H. F. Cox,
British Resident.

His Excellency
The High Commissioner for Trans-Jordan,
Jerusalem.

C. 97798/32 [No. 3].

No. 198.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Sent 2.45 p.m., 18th February, 1932.)

TELEGRAM.

No. 15. CONFIDENTIAL. Your despatch Confidential, 30th January.* Revised Estimates, 1931. I regret I cannot place these Estimates before Treasury for approval in the form in which they are submitted for the reasons given in my despatch leaving by air mail on 19th.† In meantime £26,950 out of Grant-in-Aid has been issued to Crown Agents for Colonies. Reason why £28,450 as requested in your telegram No. 10‡ cannot be issued is given in despatch referred to above.—CUNLIFFE-LISTER.

* No. 197.

† No. 199.

‡ C. 97728/32 [No. 9]: not printed.

C. 97798/32 [No. 4].

No. 199.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

[Answered by No. 201.]

(Confidential.)

SIR,

Downing Street, 19th February, 1932.

I HAVE the honour to refer to your Confidential despatch of the 30th January,* transmitting revised Estimates under Heads of Revenue and Expenditure of the Trans-Jordan Government for the current financial year.

2. As stated in my Confidential telegram of the 18th February,† I regret I cannot place these estimates before the Lords Commissioners of the Treasury for approval in the form in which they are submitted to me.

In the first place, the revised Estimate of Revenue, omitting the Grant-in-Aid Heads 9 and 10, is given as £P.235,150 whilst expenditure, omitting Heads 23 and 28, is estimated at £P.338,216, leaving a deficit of £P.103,066. The actual surplus at the 31st March, 1931, was £P.12,338, thus reducing the estimated deficit to £P.90,728, and if provision is made for the normal working balance on the 31st March, 1932, viz., £P.4,000, a Grant-in-Aid of £94,728 would be required. In paragraph 5 of enclosure VI to your despatch the British Resident states that, in arriving at the revised figures of Revenue and Expenditure, account has not been taken of general savings which he is confident will accrue. It is, however, necessary that anticipated savings should be reflected in the totals given under the various Heads in order that the revised Estimates may show the correct position so far as it can be calculated, and, as the financial year in question is rapidly drawing to a close, it should be possible to estimate with some degree of accuracy the savings to be effected under the various Heads.

In enclosure III an estimated deficit at the 31st March, 1932, of £P.8,228 is shown, based on a Grant-in-Aid of £82,500, whilst in sub-enclosure 2 to your despatch No. 180 of the 24th December‡ a surplus of £P.1,800 was anticipated on the same grant-in-aid basis. The difference between these two figures, viz., £P.10,028, may represent the general savings which the British Resident is confident will accrue.

In my despatch No. 2 of the 6th January,§ I pointed out that, to preserve the working balance at 31st March, 1932, at the normal figure of £P.4,000, the sum of £84,700 would be required to be issued out of the Grant-in-Aid, and this figure was included in my forecast rendered to the Treasury in January of the expenditure on the Colonial and Middle Eastern Services Vote as a whole (see my telegram No. 135 of the 22nd December||) as the probable sum required to be issued out of the Grant-in-Aid of £92,500 provided in the Vote. The saving of £7,800 may be required to meet supplementary provision for other services, and in that case, as the sum of £57,750 has already been issued out of the Grant-in-Aid, a further issue of £26,950, making a total of £84,700 in all, is the maximum amount which can be issued this financial year. I have, accordingly, given instructions for the sum of £26,950 instead of the sum of £28,450 asked for in your telegram No. 10 of the 13th February,¶ to be issued to the Crown Agents for the Colonies.

3. Turning now to the details of the revised estimates, I observe that, on the Revenue side (excluding Heads 9 and 10) the estimated receipts have dropped from £P.263,850 given in the original estimate, to £P.235,150—a difference of £P.28,700 even after taking into account an unexpected receipt from the Palestine Currency Board of £P.4,000.

In your predecessor's despatch No. 111 of the 28th August,** remission of taxation to the extent of £P.12,178 only appears, and a reduction of £P.7,000 under Head 1 is foreshadowed in the second enclosure to your Confidential despatch of the 24th December.††

Reductions also appear under Heads 3, 4, and 5, amounting to £P.7,680, but I cannot trace that any notification has been given, before the receipt of your despatch of the 30th January, of the possibility of these further reductions. I should be glad to receive an explanation of the decrease in the estimated revenue under these Heads;

* No. 197.

† No. 198.

‡ C. 97728/32 [No. 1]: not printed.

§ C. 89428/31 [No. 36]: not printed.

|| C. 89201/31 [No. 8]: not printed.

¶ C. 97728/32 [No. 9]: not printed.

** No. 170.

†† C. 97737/32 [No. 1]: not printed.

and to know whether it is the case that there is no prospect of the total revenue for the year exceeding £P.235,150.

4. As regards the Expenditure side, I have no comment to make on Heads 1—22, except that the general saving of £P.6,200 referred to in paragraph 3 of your predecessor's despatch No. 111 of the 28th August has apparently been taken into account only to the extent of some £P.2,400.

As to Extraordinary expenditure, I would observe that it was agreed in paragraph 2 (X) of Mr. Young's despatch Confidential B of the 3rd October* that the annual provision for Public Works Extraordinary (Head 24) should be limited to £10,000, and a specific saving of £P.1,500 under this Head was shown in enclosure 1 to your predecessor's despatch No. 111 of the 28th August and confirmed in your despatch No. 166 of the 4th December.†

In the circumstances, therefore, provision under this Head should not exceed £P.8,500.

As regards Head 25, a saving of £P.1,250 is shown in enclosure 5 to your despatch under reference as a saving agreed to by Heads of Departments in addition to the recommendations of the Economy Committee; it is not clear, therefore, why provision is made for £P.2,967 under this Head instead of £P.2,300.

As regards Head 29, the increase from £P.600 to £P.7,256 is no doubt accounted for by revotes of the unexpended balance at the 31st March last of capital expenditure on Desert Control measures; but no provision appears to have been made in the Estimates for—

- (a) the cleaning and repair of the Mafrak Tank (£P.1,000), reference to which is made in my despatch No. 70 of the 8th May,‡ or
- (b) advances to cultivators (£P.3,500) approved in my despatch No. 211 of 23rd December.§

5. In order that I may be in a position to place these revised Estimates before the Lords Commissioners of the Treasury for approval at an early date, I shall be glad if you will be good enough to telegraph amended figures after considering the foregoing remarks; but, taking into account all services and allowing for a working balance of £P.4,000 at the 31st March, 1932, I must ask that the difference between Revenue and Expenditure shall not exceed £P.84,700.

6. Assuming that the Estimates will then be passed by Their Lordships with the minimum of delay, I shall be glad to learn the probable date on which they can be laid before the Legislative Assembly and the Budget Law passed.

I have, &c.,
P. CUNLIFFE-LISTER

C. 89425/31 [No. 27].

No. 200.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(No. 48.)

SIR,

Downing Street, 4th March, 1932.

I HAVE the honour to acknowledge receipt of your despatch No. 166 of the 4th December,† on the subject of the remission of taxation and commencement of relief works in certain districts of Trans-Jordan, and to inform you that, after consultation with the Lords Commissioners of the Treasury, I approve the proposed remission of taxation amounting to £P.12,178.

I have, &c.,
P. CUNLIFFE-LISTER.

* C. 89498/31 [No. 7]: not printed.

† No. 190.

‡ No. 154.

§ No. 193.

C. 97798/32 [No. 5].

No. 201.

TRANS-JORDAN,

THE HIGH COMMISSIONER to THE SECRETARY OF STATE

(Received 10.52 a.m., 8th March, 1932.)

[Answered by No. 202.]

No. 16. 8TH MARCH. Your despatch of 19th February, Confidential.* Revised Estimates under Heads of Revenue and Expenditure of Trans-Jordan Government for the current financial year. The total revenue excluding Grant-in-Aid to Administration and in respect of Frontier Force cannot be estimated higher than £229,540. Grant-in-Aid Frontier Force is £34,450 and balance on 31st March, 1931, was £12,338.

Total expenditure is estimated at £357,028. The Grant-in-Aid required is therefore £84,700.

C. 97798/32 [No. 6].

No. 202.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER

(Sent 7 p.m., 11th March, 1932.)

TELEGRAM.

[Answered by No. 203.]

No. 21. CONFIDENTIAL. Your telegram No. 16 of 8th March.† Estimates for current financial year. Treasury are unable to accept lump sum Estimates of Revenue and Expenditure. I must therefore request you to send by the earliest mail possible revised Estimates of Revenue and Expenditure under heads which will of course in the totals agree with the figures given in your telegram of the 8th March. I regret if my Confidential despatch of 19th February* did not make this clear.

Estimates for next year of Trans-Jordan Administration have not yet reached me. Delay is causing inconvenience. Please state date on which they will be despatched.
—CUNLIFFE-LISTER.

C. 97798/32 [No. 8].

No. 203.

TRANS-JORDAN.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE

(Received 10.12 a.m., 12th March, 1932.)

TELEGRAM.

No. 18. 12TH MARCH. Your telegram No. 21 Confidential, 11th March.‡ Revised Estimates, Revenue and Expenditure for the current year were despatched by yesterday's air mail.

Trans-Jordan Estimates for 1932-33 will be sent by next week's mail.

* No. 199.

† No. 201.

‡ No. 202.

TRANS-JORDAN.

THE HIGH COMMISSIONER TO THE SECRETARY OF STATE.

(Received 16th March, 1932.)

[Answered by No. 208.]

(Confidential.)

SIR,

High Commissioner's Office,
Jerusalem, 10th March, 1932.

I HAVE the honour to refer to your Confidential despatch of the 19th February,* on the subject of the revised Estimates under Heads Revenue and Expenditure of the Trans-Jordan Government for the current financial year, and to transmit herewith two revised schedules showing the anticipated Revenue and Expenditure under each Head.

2. Account has been taken in compiling these schedules of the general savings which are anticipated to accrue under the various heads of Expenditure. The expenditure up to the end of February revealed that these savings would aggregate a greater sum than £P.10,028—the estimate which was previously given.

The Estimates provide for a grant-in-aid of £P.84,700.

3. I would bring to notice the very considerable reductions that have been made in expenditure since the draft Estimates for the year 1931-32 were framed. The original Estimates for the year provided for expenditure of £P.385,000 and the revised figure which is now given in the schedule is only £P.357,028—a net reduction of practically £P.28,000, and this in spite of the fact that re-votes amounting to approximately £P.10,800 which were not included in the original estimate have been provided for in the revise.

4. The endeavours of the Trans-Jordan Government to effect the most stringent economies have been rendered the more difficult by the continuing decline in revenue and it is not within the power of the Government to arrest the decline.

5. The following explanation is given of the decreases under Heads III, IV, and V of the Estimates for Revenue on which you remark in paragraph 3 of your despatch. Other decreases reflected in the final revised Estimates are commented on subsequently.

Head III. A reduction of £P.400 was made under Item 4 (Fees, Public Notary) on the basis of the actual receipts for the first nine months of the year. The revenue under this item of course depends entirely on the number of documents brought for registration. The original estimate was justified by the actuals of the previous year. The present reduction is equally clearly justified by the actuals of the first nine months of the current year.

A reduction of £P.300 was made under Item 6 (Passport Fees) and a reduction of £P.460 under Item 7 (Nationality Certificate Fees). Applications for passports and Nationality Certificates have decreased considerably.

Similarly a reduction of £P.250 was made under Item 10 (Veterinary Fees) on the basis of actuals for the first nine months of the year.

A reduction of £P.300 was made under Item 11 (Educational Receipts). Subsequently to the preparation of the original Estimates the curriculum of the Arts and Crafts School was changed to some extent for it was found that in the past the school had been regarded too much as a revenue-earning Department to the detriment of the instruction given to the pupils. As a consequence of the change in the curriculum the revenue derived from the School has declined.

A reduction of £P.300 was made under Item 13 (Sale of Departmental Stores) as it was apparent from the actual revenue received that the original estimate of £P.700 could not be realized.

Head IV. There is a reduction under Item 1 (Sale of Stamps) of £P.2,500. The reduction was made because it was found to be impossible to introduce before very late in the financial year the issue of postage stamps which was contemplated when the original Estimates were prepared. As will be explained later, this issue will not be introduced in the current year at all.

A reduction of £P.600 was also made under Item 5 (Telegrams) on the basis of actual receipts for the first nine months.

* No. 199.

Head V. The reduction made was £P.1,700 in respect of Rental Tithe and £P.300 in respect of Rent of Government Buildings and Lands. The decrease in revenue from these two sources is due in part to lower assessments and in part to the difficulty of collections owing to bad crops.

6. Further decreases as follows are provided for in the final revised Estimates :—

(a) £P.1,000 on Customs and Excise on account of a further decline in the receipts from Syria.

(b) £P.3,900 under Licences and Taxes on account of an anticipated decrease in collections from Animal Tax owing to heavy losses in livestock which were occasioned by unusually severe weather which was experienced at the New Year.

(c) A sum of £P.1,200 under Posts and Telegraphs representing the balance of the revenue anticipated to accrue from sales of the new issue of stamps to which I have referred above.

7. It will thus be realized that revenue from all sources has declined. Trans-Jordan has suffered from a succession of bad years on account of drought, locust invasions, and the low price of agricultural produce. A heavy loss of livestock, mentioned above, has followed these other calamities and, in consequence, the capacity of cultivators, who represent by far the greater part of the tax-payers, to pay their taxes has been seriously affected, and the consequent decline in purchasing power has arrested receipts from indirect sources. An endeavour to collect further taxes by means of distraint on property would drive large numbers of people into still greater poverty and without doubt would encourage many bolder spirits to seek a livelihood in highway robbery and other criminal pursuits.

There is, therefore, no prospect of the revenue reaching, far less exceeding, £P.235,150, and I am not able to traverse the advice given me that the sum of £P.229,540 is the highest forecast which can prudently be made.

8. Turning now to paragraph 4 of your despatch I would observe that it is incorrect to say that the general saving of £P.6,200 mentioned in that paragraph has apparently been taken into account only to the extent of some £P.2,400. The sum of £P.2,400 represents savings made by Heads of Departments, details of which were forwarded in enclosure V to my despatch Confidential of the 30th January.* The sum of £P.6,200 to which you refer is included under the General Savings referred to in paragraph 5 of enclosure VI to that despatch. These savings have been further increased and, as stated above, have been taken into account in the final revise of the Estimates.

9. With regard to the question of Extraordinary Expenditure under Head XXIV : Public Works Extraordinary, the expenditure from the vote has been kept to the figure of £P.8,500, but there have been re-votes of £P.4,125 under this Head, making in all a total expenditure on Public Works Extraordinary of £P.12,625.

10. With regard to Head XXV the difference between the figure of £P.2,967 for which provision is made under this Head and the figure of £P.2,300 is also explained by the reallocation of £P.500 of the sum of £P.1,000 provided for the repair of the Mafrak Tank, sanction for which was given in your telegram No. 111 of the 5th September, 1931;† the further sum of £P.167 was re-voted under the authority of your despatch No. 207 of the 17th December, 1931.‡

11. The surmise that the increase under Head XXIX from £P.600 to £P.7,256 is accounted for by re-votes of the expended balance at the 31st March, 1931, of Capital Expenditure on Desert Control Measures, is correct.

A table giving explanations of the increases under Heads XXIV, XXV, and XXIX is forwarded herewith.

12. As stated above £P.500 of the sum provided for cleaning and repairing the Mafrak Tank was reallocated to Head XXV; the remaining £P.500 is one of the economies effected by the Government to meet revenue deficit.

13. With regard to the advances to cultivators (£P.3,500) which were approved in your despatch No. 211 of the 23rd December, 1931,§ these loans have been charged under "Advances" since they are in fact recoverable from the cultivators and do not constitute an item of Expenditure.

* No. 197.

† C. 89439/31 [No. 26] : not printed.

‡ C. 89439/31 [No. 44] : not printed.

§ No. 193.

14. With regard to paragraph 6 of your despatch a delay of more than two or three days should not elapse between the receipt of your approval of the Estimates and their submission to the Legislative Council. The ordinary session of the Council ends on the 15th March and, if your approval is received after that date, it will be necessary to convene an extraordinary session. No indication can be given of the time it will take for the Council to pass the Budget Law, but as the Estimates raise no question of principle which will provide material for discussion, it is not anticipated that the passing of the Estimates will be unduly protracted.

I have, &c.,
ARTHUR WAUCHOPE,
High Commissioner for Trans-Jordan.

Enclosure 1 in No. 204.

ANTICIPATED TOTAL REVENUE, 1931-32.

	£P.
1. Customs	64,000
2. Licences and Taxes	118,100
3. Fees of Court and Office	24,700
4. Postal Department	12,000
5. Revenue from Government Property	3,400
6. Interest	840
7. Miscellaneous	5,200
8. Sale of State Domains	1,300
9. Grant-in-Aid, Trans-Jordan Frontier Force	34,450
10. Grant-in-Aid, Trans-Jordan Administration	84,700
	<u>£P.348,690</u>

Enclosure 2 in No. 204.

ANTICIPATED TOTAL EXPENDITURE, 1931-32.

	£P.
1. Civil List	14,020
2. Public Debt and Loan Charges	590
3. Legislature	3,780
4. Pensions and Gratuities	4,750
5. Chief Minister	3,750
6. District Administration	7,100
7. Ministry of Justice	15,470
8. Sharia' Courts	3,820
9. Ministry of Finance	14,700
10. Customs and Excise	7,420
11. Public Health Department	11,530
11A. Ma'an Quarantine	—
12. Education	21,700
13. Agriculture	6,250
14. Antiquities	2,650
15. Public Works	4,340
15A. Public Works, Recurrent	18,000
16. Posts, Telegraphs, and Telephones Department	12,500
17. Lands Department	13,380
18. Arab Legion: A. Police	82,885
B. Prisons	11,802
C. Desert Car Patrol	16,313
19. Miscellaneous	9,358
20. British Resident	6,450
21. Audit	3,400
22. Beduin Control Board	1,250
23. Trans-Jordan Frontier Force	30,909
	<u>£P.328,117</u>

	Extraordinary.	£P.
24. Public Works	12,500	12,500
25. Posts, Telegraphs, and Telephones	1,960	1,960
26. British Resident	300	300
27. His Highness the Amir	3,000	3,000
28. Trans-Jordan Frontier Force	3,541	3,541
29. Police and Prisons	7,210	7,210
30. Antiquities	—	—
31. Boundary Commission	400	400
	<u>£P.28,911</u>	
TOTAL EXPENDITURE		<u>£P.357,028</u>

Enclosure 3 in No. 204.

REVISED ESTIMATES, TRANS-JORDAN GOVERNMENT, 1931-32.

Explanation of Increases between the Revised and the Original Estimates on
Heads XXIV, XXV, and XXIX.

Head.	Original. £P.	Revised. £P.	Expenditure. £P.	
XXIV	15,500	12,625	8,500	Secretary of State's despatch No. 29 of 11th February, 1932.*
			300	Secretary of State's despatch No. 197 of 27th November, 1931.†
			2,000	Secretary of State's despatch Secret of 6th October, 1931.‡
			1,700	Secretary of State's despatch Secret of 6th October, 1931.‡
			125	Secretary of State's despatch No. 128 of 17th August, 1931.§
		<u>£P.12,625</u>		Total.
XXV		3,550	2,967	See enclosure V to High Commissioner's despatch Confidential of 30th January, 1932,|| reducing £P.3,550 to £P.2,300, and add:
				£P.167: Secretary of State's despatch No. 207 of 17th December, 1931.¶ (Re-vote.)
				£P.500: Secretary of State's telegram No. 111 of 5th September, 1931.**
XXIX		600	7,256	Re-votes of £P.6,655.900, approved in Secretary of State's despatch Secret of 6th October, 1931.††

* C. 89439/31 [No. 46]: not printed.

† C. 89410 [No. 12]: not printed.

‡ C. 89453/31 [No. 64]: not printed.

§ C. 89439/31 [No. 20]: not printed.

|| No. 197.

¶ C. 89439/31 [No. 44]: not printed.

** C. 89439/31 [No. 26]: not printed.

†† C. 89453/31 [No. 64]: not printed.

C. 97798/32 [No. 14].

No. 205.

COLONIAL OFFICE to TREASURY.

[Answered by No. 207.]

SIR, Downing Street, 21st March, 1932.
 WITH reference to the letter from this Department of the 15th March,* I am directed by Secretary Sir Philip Cunliffe-Lister to transmit to you, to be laid before the Lords Commissioners of the Treasury, copies of two despatches† and a telegram‡ from the High Commissioner for Trans-Jordan regarding the revised Estimates under Heads of Revenue and Expenditure of the Trans-Jordan Government for the current financial year.

2. Their Lordships will observe that there has been a considerable decline in revenue since the original estimates were rendered (Treasury reference S. 35961/01/31). On the expenditure side, however, not only have the economies recommended by the Financial Commission been put into effect but considerable general savings have been made, with the result that the figure of the Grant-in-Aid now stands at £84,700, made up as follows:—

	£
Expenditure, excluding Trans-Jordan Frontier Force (Heads 23 and 28)	322,578
Revenue (excluding Heads 9 and 10)	229,540
Excess of expenditure over revenue ...	93,038
Less balance in hand on 1st April, 1931 ...	12,338
	80,700
Add working balance on 31st March, 1932	4,000
Grant-in-Aid required	£84,700

A saving of £7,800 will thus be effected on the provision of £92,500 made under Sub-head J.3 of the Colonial and Middle Eastern Services Vote for the current financial year.

3. Sir Philip Cunliffe-Lister would be glad to receive Their Lordships' approval of these Estimates at an early date in order that they may be laid before the Legislative Council as soon as possible.

I am, &c.,
 O. G. R. WILLIAMS.

C. 97798/32 [No. 18].

No. 206.

TRANS-JORDAN.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 11.41 a.m., 24th March, 1932.)

TELEGRAM.

No. 22. 24TH MARCH. My despatch of 10th March, Confidential.§ I should be grateful if the revised Trans-Jordan Estimates for the current year might be approved before 31st March in order that all the outstanding liabilities may be met before year ends.

* C. 97798/32 [No. 11]: not printed
 ‡ C. 97798/32 [No. 2]: not printed.

† Nos. 197 and 204.
 § No. 204.

C. 97798/32 [No. 21].

No. 207.

TREASURY to COLONIAL OFFICE.

(S. 35961/01/2/31.)

SIR,

Treasury Chambers, 26th March, 1932.

I HAVE laid before the Lords Commissioners of His Majesty's Treasury Mr. Williams's letter of the 21st instant,* enclosing a summary of revised Estimates of the Revenue and Expenditure for Trans-Jordan for the financial year 1931-32 and They direct me to request you to convey to the Secretary of State the following reply.

My Lords note that the total of the revised Expenditure Estimates (excluding the Trans-Jordan Frontier Force) is £322,578, this being a decrease of approximately £25,000 on the original Estimates. The Revenue Estimates, however (excluding the Grant-in-Aid Sub-heads), amount to £229,540 only, this total being more than £34,000 below the original estimates. The anticipated excess of expenditure over revenue is therefore approximately £93,000 or £9,000 more than was previously expected.

While My Lords appreciate the efforts to reduce expenditure made by the High Commissioner, which have resulted in a saving of £25,000 on the expenditure originally estimated, They view with grave concern the heavy falling off in revenue, and They are constrained to ask that the High Commissioner should be requested to consider further measures in the form of additional taxation and of reduced expenditure, with a view to the reduction of the Budget deficit in future years.

Their Lordships apprehend indeed that a continuance of the serious short fall of revenue now disclosed cannot warrant the maintenance of the services of the Territory at their existing standard.

Subject to these observations My Lords give Their sanction for the 1931-32 Estimates as summarized in paragraph 2 of the letter under reply.

I am, &c.,
 R. R. SCOTT.

C. 97798/32 [No. 22].

No. 208.

TRANS-JORDAN.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Sent 2.45 p.m., 30th March, 1932.)

TELEGRAM.

No. 24 Your despatch of 10th March, Confidential,† as amended by your telegram No. 19.‡ I approve revised Estimates of Expenditure and Revenue for current year.—CUNLIFFE-LISTER.

* No. 205.

† No. 204.

‡ C. 97798/32 [No. 13]: not printed.

ARABIA.

Sub-head K.—Aden.

C. 79332/30 [No. 1].

No. 209.

ADEN.

THE SECRETARY OF STATE to THE RESIDENT.

(Sent 1.25 p.m., 8th October, 1930.)

TELEGRAM.

[Answered by No. 210.]

No. 33. India Office require estimate of amount to be received by them in 1931 on account of Police Force in Aden.

Please telegraph by return your estimate to nearest thousand pounds of cost of temporary armed force next financial year. This will be refunded by us in addition to the contribution of £8,000 towards cost of permanent force. Figures should differentiate clearly between capital and maintenance costs.—PASSFIELD.

C. 79332/30 [No. 3].

No. 210.

ADEN.

THE RESIDENT to THE SECRETARY OF STATE.

(Received 12.20 p.m., 11th October, 1930.)

TELEGRAM.

11TH OCTOBER. No. 208. Your telegram dated 8th October, No. 33.* Estimate of the cost of the temporary armed forces next financial year is £8,316, made up as follows:—Recurring £73,093 [? £7,393], non-recurring £923, latter item represents cost of the repatriation of the whole force to India.

C. 79332/30 [No. 4].

No. 211.

ADEN

THE SECRETARY OF STATE to THE RESIDENT.

(Sent 7.30 p.m., 14th October, 1930.)

TELEGRAM.

[Answered by No. 213.]

No. 38. TREASURY require submission of Estimates for 1931 by 1st November. Please telegraph by 25th October your estimate of amount to be inserted therein for (a) Police (b) Protectorate services for which His Majesty's Government is responsible.

Details should follow by mail as soon as possible.

You will see from my despatch No. 20 of 8th March,† what sums were included in current year's Estimates.

As regards (a) your telegram No. 208 of 11th October,‡ gives £8,316 as cost in 1931 of temporary armed force.

At what date do you contemplate permanent force will be at full strength and what proportion of His Majesty's Government's contribution of £8,000 for a full year do you consider reasonable for 1931.

As regards (b) you should show cost of services mentioned at I(a), II(b), (c), (d), and (e) of paragraph 2 of my despatch of 8th March, and details of other services if any. See Howard's semi-official letter of 15th September,§ regarding useful services for native chiefs.

As regards II(a) of despatch of 8th March, we should be glad to receive your recommendations, after consulting Air Officer Commanding, as to what reductions can be made in Protectorate Levies in 1931.—PASSFIELD.

* No. 209.

† No. 178 in Middle East No. 33.

‡ No. 210.

§ C. 79286/30 [No. 31]: in Middle East No. 34.

C. 79332/30 [No. 6].

No. 212.

MR. W. G. STEVENS (AIR MINISTRY)

to

MR. F. J. HOWARD (COLONIAL OFFICE).

Air Ministry, Adastral House, Kingsway, W.C.2,
17th October, 1930.

DEAR HOWARD,

IN reply to your letter of the 16th instant, I agree that, as a provisional estimate for 1931 for appropriations-in-aid in respect of India's contribution, you can take one-third of the political charges for Aden.

We have not yet worked out our total figure, but I do not anticipate it will vary much from that taken in 1930.

Yours, &c.,

W. G. STEVENS.

C. 79332/30 [No. 5].

No. 213.

ADEN.

THE RESIDENT to THE SECRETARY OF STATE.

(Received 5.4 p.m., 24th October, 1930.)

TELEGRAM.

24TH OCTOBER. No. 219. Your telegram of the 14th October, No. 38.* The following amounts are for insertion in the Estimates for 1931-32. Civil Establishment (corrupt group) £5,950, Police permanent Force £6,800, temporary Force £8,316, wholly Political £3,295, services in Protectorate £12,208, Hodeidah Mission £250, Miscellaneous expenditure, including secret service, maintenance of Protectorate Secretary's house, travelling expenses, &c., £715, total excluding Protectorate Levies £37,534.

As regards Police I anticipate that permanent force will be at full strength on the 1st December, 1931, and consider 85 per cent. of His Majesty's Government's contribution reasonable.

Decrease in estimate for Protectorate Levies very unlikely but definite reply can be given only by Air Ministry.

C. 79332/30 [No. 7].

No. 214.

MR. W. G. STEVENS (AIR MINISTRY)

to

MR. F. J. HOWARD (COLONIAL OFFICE).

Air Ministry, Adastral House, Kingsway, W.C.2,
27th October, 1930.

DEAR HOWARD,

You have not yet asked us for an estimate of the expenditure on the Aden Levies during 1931, but you might like to know that the Officer Commanding, Aden, has telegraphed provisional estimates as under:—

				£
Gross	...	...	...	17,300
A. in A.	...	...	...	200
Net	...			£17,100

We expect a detailed estimate by 1st December next.

Yours, &c.,

W. G. STEVENS.

* No. 211.

C. 79332/30 [No. 8].

No. 215.

COLONIAL OFFICE to TREASURY.

[Answered by No. 228.]

SIR,

Downing Street, 30th October, 1930.

I AM directed by Lord Passfield to transmit to you, to be laid before the Lords Commissioners of the Treasury, copy of correspondence* on the subject of the provision to be made in the Colonial and Middle Eastern Services Vote, 1931, in respect of services at Aden, and to state that the sum of £60,000 is being inserted provisionally under Sub-head K as follows, pending the receipt and examination of detailed Estimates:—

I. Contributions to the Government of India in respect of:—

	£	£
(a) Civil Services		5,950
(b) Police:—		
(1) Permanent Forces	6,800	
Share of capital charges for accommodation and equipment of permanent Forces ...	4,850	
(2) Temporary Forces	7,393	
Capital charges on account of temporary Forces	923	
		19,966

II. Expenditure in connexion with the Protectorate:—

(a) Protectorate Tribal Levies	17,300
(b) Political Charges	3,295
(c) Expenditure on Protectorate Chiefs	12,208
(d) Mission at Hodeidah	250
(e) Miscellaneous	715
	£59,684
	say £60,000

As regards I (b) (1), I am to refer to the letter from this Office of the 25th October,† and to say that, in the event of charges maturing before 31st March, 1931, in respect of the accommodation and equipment for the permanent Police Force, the figure of £4,850 may be reduced *pro tanto*.

2. Their lordships will observe that an amount of £200 has been provisionally estimated as an Appropriation-in-Aid in connexion with Item II (a), and this sum will, therefore, be included under Sub-head M, Appropriations-in-Aid.

3. In accordance with the Cabinet decision of the 16th December, 1926, (C.P. 66/26), a contribution will be made by the Government of India of one-third of the expenditure under Sub-head K, excluding expenditure on Police Forces. The amount to be included in this respect under Sub-head M—Appropriations-in-Aid of the Colonial and Middle Eastern Services Vote, 1931—will, therefore, be £13,300, which represents approximately one-third of the balance (£39,718), after deduction of the cost of the Police (£19,966) from the total cost (£59,684).

4. A further communication will be addressed to Their Lordships as soon as detailed Estimates have been examined.

I am, &c.,

F. J. HOWARD.

* Nos. 211, 212, 213, and 214.

† C. 79254/30 [No. 128]: not printed.

C. 79332/30 [No. 10].

No. 216.

MR. F. J. HOWARD (COLONIAL OFFICE)

to

MR. G. ANDERSON (INDIA OFFICE).

DEAR ANDERSON,

Downing Street, 24th November, 1930.

IN reply to your telephone message on Thursday last regarding our contribution towards the cost of the Aden Police for 1931, I enclose, for your information, copies of telegrams* from the Resident and of a letter† which we have recently sent to the Treasury, regarding the financial provision to be made in the Colonial and Middle Eastern Services Vote, 1931, in respect of services at Aden. You will see from Item I (b) in our letter to the Treasury that our contribution to you in respect of Police services during 1931 has been estimated at £19,966, on the assumptions:—

- (1) that the permanent Force will be at full strength on 1st December, 1931, and that 85 per cent. of the annual contribution of £8,000, viz., £6,800, would be reasonable for 1931, and
- (2) that no portion of our share of the cost of accommodation and equipment (to be approved by Treasury) will fall to be paid before 31st March, 1931.

With reference to the last part of paragraph 1 of our letter to the Treasury would you be so good as to let me know what claim, if any, will mature for payment by us before the 31st of March next, in respect of capital charges for accommodation and equipment of the permanent Police Force. Any such payment would reduce *pro tanto* the figure in next year's estimates.

Yours, &c.,

F. J. HOWARD.

C. 79332/30 [No. 11].

No. 217.

ADEN.

THE RESIDENT to THE SECRETARY OF STATE.

(Received 1st December, 1930.)

[Answered by No. 219.]

(No. 238.)

MY LORD,

The Residency, Aden, 19th November, 1930.

WITH reference to my telegram No. 219 of the 24th ultimo,‡ I have the honour to submit herewith Estimates for expenditure in the financial year 1931-32 on various services connected with the Aden Protectorate. The following observations relate to specific items in the statement attached.

2. *Item I (a)*. Divisible expenditure, calculated on the basis indicated in India Office memorandum of the 18th of September last, shows a reduction of about £1,350, made up as under:—

	£
Decreased salary of (British Service) Resident	225
Deleted provision for a Reservist Officer	356
Reduction in emoluments of Aide-de-Camp (Indian) Civil Surgeon and Agent at Perim	281
Travelling allowance for Political Officers (now provided under Items II (b) (ii) and (e) (ii))	188
Excess sanctioned in current year	300

On the other hand, and anticipating agreement with the suggestions in my demi-official letter dated 13th October, 1930,§ to Mr. Cowell, I have thought it advisable to insert a provision of £1,650 to meet the cost of services now being rendered in the (Indian) Civil Hospital to persons from the Protectorate and beyond. With this provision this item shows an increase of £300 on last year's total.

* Nos. 210 and 213.

† No. 215.

‡ No. 213.

§ C. 79296/30 [No. 5]: not printed.

Item I (b). The current vote has been reduced by about 15 per cent.

Item II (a). I have tentatively inserted the same provision as last year, subject to representations by the Air Ministry whom, as being directly responsible for the defence of Aden, Your Lordship will doubtless wish to consult on this subject.

Item II (c) (i) and (ii). For reasons which Your Lordship has appreciated it is difficult to systematize current expenditure under these two rather indeterminate headings. It is hoped gradually to decrease payments on account of presents and entertainment of individual Chiefs, and as and when possible to utilize economies for services of a more practical and beneficial nature. I am not yet able to indicate what sums may eventually be available for such purposes or to submit concrete proposals. Meanwhile I have made adjustments in the two votes on the basis of immediate requirements, and have provided for an increase of £975 to Item (i) and reduced by £825 Item (ii). Included with the former Item are provisions for small monetary grants—totalling £160—for three Wireless Telegraph Stations to be worked by native personnel primarily for use by local Chiefs but available, when required, for military communications, for expenses connected with an annual Chief's assembly and conference, and for incidental expenses on official visits. This Item—II (c) (i)—in fact would be more correctly categorized under the heading "*Political Services and Darbar Presents*."

Item II (c) (iii). Owing to the non-election of a new Sultan of the Lower Aulaqi tribe in succession to the late Sultan who died in April, 1930, no stipend on this account has yet been disbursed during the current financial year, nor is it likely that one will be elected before the conclusion of the year. I have, therefore, provided for payment of this year's stipend in my estimate under this sub-head for next year, and have retained the existing vote sanctioned by Your Lordship which is thus £201 in excess of the figures quoted in the estimate sent with my despatch No. 186 of 6th November, 1929.*

A separate Item under II (c) for arms and ammunition has been omitted from my estimate as I anticipate that the present stock will be sufficient to cover requirements for the next financial year.

Item III (e) (i). A saving of £100 is effected through the appointment, to the post of Political Clerk of the Hodeidah Mission made vacant by the death of Mr. Hasan Kanjuni, of Mr. Mohamed Saleh bin Mohamed Saleh Jaffer.

Item III (e) (iv). Under Army Tables Miscellaneous Services, Part I, Table LXVI, the Protectorate Secretary and the Political Officer are entitled to free monthly allowances of water. The cost involved used to be borne by the Indian Government, but as the Accountant-General, Bombay, raised objection the cost during the current year is being met from Political contingencies. For this reason I have made special provision for it under a new sub-head and a corresponding saving has been effected in Item III (e) (v).

Item III (e) (v). It is estimated that a saving of £215 can be effected under this sub-head, and the present vote has accordingly been decreased by that amount. My estimate for the next financial year includes a sum of £50 in respect of anticipated repatriation charges, and in this connexion I would refer Your Lordship to my despatch No. 211 dated 14th October, 1930.†

I have, &c.,
G. S. SYMES,
Resident, &c.

* No. 171 in Middle East No. 33.

† C. 79323/30 [No. 89] in Middle East No. 34.

Enclosure in No. 217. ADEN (MIDDLE EASTERN SERVICES VOTE).			
ESTIMATE OF THE AMOUNT REQUIRED IN THE YEAR ENDING, 31ST MARCH 1932, FOR POLITICAL SERVICES IN ADEN.			
	Sanctioned, 1930-31. £	Proposed 1931-32. £	Remarks.
I. Contribution by His Majesty's Government in Great Britain to the Government of India in respect of:—			
(a) Civil Services etc.	5,650	5,950	
(b) Reorganised Permanent Force	8,000	6,800	
(c) Temporary Armed Police Force	10,000	8,000	
II. Expenditure in connection with Protectorates:—			
(a) Protectorate Tribal Levies	18,250	18,250	Subject to representations by the Air Ministry
(b) (i) Second Assistant Resident and Protectorate Secretary	1,190	1,190	Same as last year
(ii) Political Officer	1,485	1,485	Do.
(iii) Pension Contributions	445	445	Do.
(iv) Cost of Leave Passages	257	175	Political Officer's return and Protectorate Secretary's wife's half return passage
(c) Expenditure on Protectorate Chiefs:—			
* (i) Darbar Presents	5,000	5,975	Vide despatch
(ii) Entertainment	3,000	2,175	Do.
(iii) Stipends	4,058	4,058	Do.
(d) Cost of Hodeidah Mission	250	250	Same as last year
(e) Miscellaneous Expenditure:—			
(i) Secret Service	500	400	Vide despatch
(ii) Travelling expenses of Protectorate Secretary	150	150	Same as last year
(iii) Maintenance of Protectorate Secretary's bungalow	—	50	Colonial Office despatch No. 67 dated 18th August, 1930†
(iv) Water allowance for Protectorate Secretary and Political Officer	—	15	Vide despatch. This must be met from Contingencies
(v) Contingencies	315	100	
TOTAL	£58,550	£55,784	

* Suggested new heading—*Political Services and Darbar Presents*.

† C. 79305/30. [No. 23] : not printed.

C. 79332/30 [No. 14].

No. 218.

MR. W. G. STEVENS (AIR MINISTRY)

to

MR. F. J. HOWARD (COLONIAL OFFICE).

DEAR HOWARD,

Kingsway, W.C.2, 11th December, 1930.

In my note of the 27th October last,* I gave you a rough estimate for the Aden Levies for 1931. The detailed estimate from Aden has now been examined in this office. We have found it necessary to raise a number of observations and have embodied these in a letter to Officer Commanding, Aden, which has been despatched to-day. It seems to us that the revised figures will quite likely be:—

			£
Gross	...	...	18,500
A. in A.	...	...	200
Net	...	...	= £18,300

but we cannot be entirely certain about this until the Officer Commanding, Aden, replies to our observations. Meantime perhaps you would like to be aware of the probable increase on the rough estimate I gave you.

Yours, &c.,
W. G. STEVENS.

C. 79332/30 [No. 15].

No. 219

ADEN

THE SECRETARY OF STATE TO THE RESIDENT.

(Sent 1.30 p.m., 12th January, 1931.)

TELEGRAM.

[Answered by No. 220.]

No. 4. YOUR despatch No. 238 of 19th November.† I note £1,650 has been included under Item I (a) for Hospital services rendered to persons from Protectorate and beyond. Is it not possible to effect some reduction in 1931 and, if so, what, on provision under Item II (c)—see in this connexion Cowell's letter of 19th November.‡

We must afford Treasury sufficient reasons if no reduction is possible. Telegraph reply.—PASSFIELD.

C 89332 /31 [No. 1].

No. 220.

ADEN

THE RESIDENT TO THE SECRETARY OF STATE

(Received 2.37 p.m., 14th January, 1931.)

TELEGRAM.

14TH JANUARY. No. 10. Your telegram of the 12th January, No. 4.§ Have carefully reviewed Estimates and can only suggest a small economy of £250 on entertainment in Item II (c). Submit reasonable argument with Treasury is that a policy of reducing personal benefits and services to Tribal Chiefs must inevitably issue in discontent and increased military expenditure.

* No. 214.

† No. 217.

‡ C. 79296/30 [No. 6]: not printed.

§ No. 219.

C. 89332/31 [No. 2].

No. 221.

MR. W. G. STEVENS (AIR MINISTRY)

to

MR. F. J. HOWARD (COLONIAL OFFICE).

[Answered by No. 225.]

Air Ministry, Adastral House,

Kingsway, W.C.2, 16th January, 1931.

DEAR HOWARD,

CAN you now please let us have your estimate for political services in Aden during 1931 for the purpose of assessing India's contribution. The Aden Levies you can take at the figure we have already furnished to you—there may be some slight revision when we have concluded our correspondence with Officer Commanding, Aden, and, if there is, we will make the necessary adjustment (and let you know of course) before writing to India Office.

So far as I can see the one-third basis will stand; there being no indication at present that the grand total will exceed £450,000.

Yours, &c.,
W. G. STEVENS.

C. 79332/30 [No. 16].

No. 222.

COLONIAL OFFICE TO TREASURY.

[Answered by No. 228.]

SIR,

Downing Street, 28th January, 1931.

I AM directed by Lord Passfield to refer to the letter from this Office of the 30th October, 1930,* regarding the provision required to be made in respect of Aden under Sub-head K of the Estimate of the Vote for Colonial and Middle Eastern Services, 1931, and to transmit to you herewith, to be laid before the Lords Commissioners of the Treasury, a copy of a despatch† on this subject which has been received from the Resident at Aden, together with a detailed estimate amounting to £60,250 which has been drawn up in the Colonial Office in support of the provision required.

2. Their Lordships will observe that provision has been made under Head A (1) (b) for a contribution to the Indian Civil Hospital in respect of services rendered therein to non-settlement pauper persons, and a copy of a despatch dated 12th October, 1930,‡ from the Resident to the Secretary to the Bombay Government on the subject is enclosed in support of this item. In view of the importance which the Resident attaches to this matter and with which Lord Passfield is in agreement, he trusts that Their Lordships will agree to the inclusion provisionally of the sum of £1,650 (the sterling equivalent of Rs 22,000) in the Estimate for this Service. This sum represents 40 per cent. of the net annual recurrent, excluding capital, expenditure on the hospital, and it is suggested that the payment of this contribution should be conditional on an annual report by the Resident to the effect that services to Protectorate patients have been satisfactorily performed, and on records being kept of actual hospital expenditure and provenance of patients. A separate communication on the matter will be addressed to the Treasury on receipt of further information from the India Office.

3. With reference to the provision made under Heads B (f) (i) and (ii), Their Lordships will observe from Sir S. Symes' despatch of 19th November, 1930, that certain charges hitherto classified under the item "Entertainment" have been transferred to the item "Political Services and Darbar presents" as being more correctly included therein, and that the sum of £160 has been included as a grant in respect

* No. 215.

† No. 217.

‡ Enclosure 1 in C. 79296/30 [No. 5]: not printed.

of three Wireless Telegraph Stations available, when so required, for military communications. Lord Passfield considers this grant reasonable. He has, however, reduced the provision proposed by the Resident under (f) (ii) by £250, as a first step in the direction of substituting useful services to the Protectorate Chiefs in place of presents and entertainments.

4. As regards the sum of £50 inserted for cost of repatriation of Adenese seamen, I am to refer to the semi-official letter from your Department of the 13th October, 1930, No. S. 35735.*

5. I am now to request that Their Lordships may be moved to sanction the estimate of the total of £60,250 (subject to such amendment as may later prove necessary as the result of the further information which may be received in regard to the contribution to the Hospital and to the cost of the Tribal Levies) and to include this figure in the Estimate of the Vote for Colonial and Middle Eastern Services, 1931, in place of the provisional figure of £60,000 inserted therein. A statement giving the details for insertion under Part III of the Estimate is enclosed herewith.

6. As regards the contribution payable by the Government of India towards the political expenditure at Aden, I am to state that one-third of the political expenditure during 1931 (excluding the cost of the police and the Mission at Hodeidah) is estimated to amount to approximately £13,400, and I am to request that this figure may be substituted for the figure of £13,300 provisionally included for this purpose under Sub-head M.—Appropriations-in-Aid of the draft Estimate of the Vote for Colonial and Middle Eastern Services, 1931.

	£
	60,250
Less	£
Cost of police ...	19,966
and Hodeidah...	250
	20,216
	40,034
One-third =	£13,345

I am, &c.,
H. R. COWELL.

Enclosure 2 in No. 222.

VOTE FOR COLONIAL AND MIDDLE EASTERN SERVICES, 1931.

Detailed Estimate of Amount likely to be required under Sub-head F.—Aden.

	Estimate 1931.	Estimate 1930.
	£	£
A.—CONTRIBUTION BY HIS MAJESTY'S GOVERNMENT IN GREAT BRITAIN TO THE GOVERNMENT OF INDIA IN RESPECT OF THE SALARIES, &c., OF THE RESIDENT, STAFF, AND OTHER DIVISIBLE EXPENDITURE CONNECTED WITH THE ADMINISTRA- TION OF ADEN.		
1. (a) <i>Civil Services</i> in connexion with the Protectorate as distinct from the Settlement for which India remains responsible, including certain non-effective charges ...	4,000	5,500
(b) <i>Contribution to Indian Civil Hospital</i> ...	1,650	—
(c) <i>Upkeep of Residency</i> ...	150	150
2. <i>Police.</i>		
(a) Contribution towards cost of the permanent Police Force	6,800	8,000
(b) Contribution to Government of India on account of temporary armed police ...	8,316	10,000
(c) Contribution towards cost of buildings and equipment for permanent Police Force ...	4,850	—
Carried forward ...	£25,766	23,650

* C. 79332/30 [No. 9] : not printed.

	£	£
Brought forward ...	25,766	23,650
B.—EXPENDITURE IN CONNEXION WITH THE PROTECTORATE FOR WHICH HIS MAJESTY'S GOVERNMENT IN GREAT BRITAIN IS WHOLLY RESPONSIBLE.		
(a) <i>Protectorate Tribal Levies</i> ...	18,500	18,250
(b) <i>Second Assistant Resident and Protectorate Secretary:—</i>		
Pay. £800—25—£1,000 ...	1,000	1,000
Local allowance ...	100	100
Conveyance allowance ...	90	90
(c) <i>Political Officer:—</i>		
Pay ...	900	900
Aden allowance ...	180	180
Personal allowance ...	180	180
Consolidated travelling allowance ...	225	225
(d) <i>Pension contribution</i> payable in respect of (b) and (c) ...	490	445
(e) <i>Leave passages</i> in respect of (b) and (c) ...	175	257
(f) <i>Protectorate chiefs:—</i>		
(i) Political Services and Darbar presents ...	5,975	5,000
(ii) Entertainment ...	1,925	3,000
(iii) Stipends ...	3,911	4,058
(g) <i>Expenses at Hodeidah</i> in connexion with relations with the Idrisi of Asir and Imam of the Yemen ...	250	250
(h) <i>Secret Service</i> ...	400	500
(i) Travelling expenses of Protectorate Secretary ...	50	150
(j) Maintenance of Protectorate Secretary's bungalow ...	50	—
(k) Repatriation of Adenese seamen ...	50	—
(l) Miscellaneous contingent expenditure (rounding) ...	33	315
— Tribal armament ...	—	1,200
Total for Aden ...	£60,250	£59,750

Notes.

Item 1 (a).—Estimate based on previous year's expenditure and agrees approximately with Resident's estimate (£5,950) after deduction of £1,650 in respect of proposed contribution to Indian Civil Hospital which has been shown separately.

Item 2 (a).—85 per cent. of full year's contribution of £8,000 (see Resident's telegram of 24th October, 1930,* copy enclosed in Colonial Office letter of 30th October, 1930†).

Item 2 (b).—As estimated by Resident.

Item 2 (c).—No expenditure will be incurred during 1930-31, and, therefore, full sum will be required in 1931-32 (see Colonial Office letter of 25th October, 1930‡).

Item B (a).—See copy of semi-official letter from Air Ministry, dated 11th December, 1930,§ attached.

Item B (b).—Treasury, E. 19172/2, 6th February, 1929,|| and 23rd April, 1929.¶

Item B (c).—Treasury, E. 20798, 6th November, 1928.**

Item B (d).—Payable to Government of Palestine in respect of Second Assistant Resident and Protectorate Secretary—based on Palestine emoluments ... 175
Payable to Government of India in respect of Political Officer—25 per cent.
of Aden emoluments (£1,260 per annum) ... 315

£490

* No. 213. † No. 215. ‡ C. 79254/30 [No. 128] : not printed. § No. 218.

|| C. 69279/29 [No. 1] : not printed. ¶ C. 69279/29 [No. 9] : not printed.

** 59308/28 [No. 47] : not printed.

<i>Item (e).</i> —Political Officer due for leave early in 1931 and provision has accordingly been made for return passage to which he is entitled ...	£ 124
It is anticipated that the Second Assistant Resident will become entitled to one-half the cost of his wife's passage to the United Kingdom during the year ...	31
	£155

Items (f) (i) and (ii).—See Resident's despatch of 19th November, 1930.* A reduction of £250 has been made under *Item (f) (ii)*.

<i>Item (f) (iii).</i> —Stipends payable under standing authorized list ...	£ 3,857
Stipend in respect of year 1930, payment of which will probably not be made until after 31st March, 1931—Rs. 60 per mensem (see Resident's despatch)	54
	£3,911

Item (i).—In view of the small amount of expenditure hitherto incurred under this head it is considered that a reduction of £100 can safely be effected.

Item (j).—See correspondence ending with Treasury letter, S. 33540, 18th June, 1930,† as to the provision of accommodation for the Protectorate Secretary. This small provision for the care and maintenance of the property is considered desirable.

Item (k).—See covering letter.

Colonial Office,
January, 1931.

Enclosure 5 in No. 222.

ARABIA.

	<i>Estimates.</i>	
	1931.	1930.
	£	£

F.—ADEN:

Before 1st April, 1927, Aden was administered by the Government of India, but as from that date responsibility for the political and military administration of Aden was vested in His Majesty's Government in Great Britain. Military expenditure other than on the local force is borne on Army and Air Votes with a contribution from India. The provision of £60,250 represents:—

I. Contributions by His Majesty's Government in Great Britain to the Government of India in respect of:—

(a) Civil services connected with the Protectorate (as distinct from the Settlement, for which India remains responsible) including non-effective charges, and a contribution to the Civil Hospital (£1,650) ...	5,800	5,650
--	-------	-------

(b) Police, including temporary Force pending the training of the permanent Force and barrack accommodation for permanent Force ...	19,966	18,000
---	--------	--------

Carried forward ... 25,766 23,650

* No. 217.

† C. 79305/30 [No. 17]: not printed.

	£	£
Brought forward ...	25,766	23,650
II. Expenditure in connexion with the Protectorate for which His Majesty's Government in Great Britain is wholly responsible:—		
(a) Protectorate Tribal Levies ...	18,500	18,250
(b) Second Assistant Resident and Protectorate Secretary (£800—£25—£1,000 inclusive)* ...	1,190	1,190
Political Officer (£900 inclusive)† ...	1,485	1,485
Pension contributions (£490) and cost of leave passages (£175) ...	665	702
(c) Expenditure on Protectorate Chiefs ...	11,811	13,258
(d) Mission at Hodeidah ...	250	250
(e) Miscellaneous expenses ...	583	965
Total for Aden ...	£60,250†	£59,750

C. 89332/31 [No. 3].

No. 223.

AIR MINISTRY to COLONIAL OFFICE.

[Answered by No. 225.]

SIR, Air Ministry, London, W.C.2, 30th January, 1931.
WITH reference to previous semi-official correspondence, I am commanded by the Air Council to request you to inform the Secretary of State for the Colonies that it is now estimated that the amount required for the Aden Protectorate Levies during the financial year, 1931, is (gross and net) eighteen thousand eight hundred pounds (£18,800).

A statement giving details of the estimate is enclosed.

I am, &c.,
J. A. WEBSTER.

Enclosure in No. 223.

ADEN PROTECTORATE LEVIES.

DETAILS OF ESTIMATE FOR THE YEAR 1931.

	£
1. Pay and allowances of Personnel...	7,700
2. Rations ...	2,500
3. Clothing and equipment (net) ...	600
4. Fuel, light, water, and barrack services and conservancy charges	1,750
5. Purchase of animals, forage, shoeing, veterinary services, and saddlery ...	1,350
6. Arms and Ammunition ...	700
7. Medical and Hospital Services ...	500
8. Transport, i.e., use of Mechanical Transport supplied on repayment, passages, freight, and travelling ...	1,050
9. Works Services ...	2,100
10. Miscellaneous ...	200
11. Contribution towards non-effective charges for loaned Army personnel payable to the War Office ...	350
	£18,800

* Receives local allowance of £100 per annum and conveyance allowance £90 per annum.

† Receives local allowance £180 per annum, personal allowance £180 per annum and consolidated travelling allowance £225 per annum.

‡ A contribution, estimated at £13,400, will be made by the Government of India of one-third of the expenditure under this Sub-head excluding expenditure under 1 (b) and 2 (d). (See Sub-head M. Appropriations-in-Aid).

214

C. 89332/31 [No. 4].

No. 224.

COLONIAL OFFICE to TREASURY.

[Answered by No. 228.]

SIR, Downing Street, 9th February, 1931.
I AM directed by Lord Passfield to refer to the letter from this Department of the 28th of January,* regarding the provision required to be made in respect of Aden under Sub-head K of the Estimate for Colonial and Middle Eastern Services, 1931, and to transmit to you, to be laid before the Lords Commissioners of the Treasury, the accompanying copy of a letter,† together with enclosure from the Air Ministry on the subject of the estimated amount required for the Aden Protectorate Levies.

I am to request that the figure of £18,500 included under Item B (a) of the detailed estimate which accompanied the letter under reference may be increased to £18,800 and the total of the sub-head accordingly increased from £60,250 to £60,550.

I am, &c.,
H. R. COWELL.

C. 89332/31 [No. 5].

No. 225.

MR. F. J. HOWARD (COLONIAL OFFICE)

to

MR. W. G. STEVENS (AIR MINISTRY).

MY DEAR STEVENS, Downing Street, 11th February, 1931.

Re your letter of the 16th of January.‡

I send you a copy of a letter,* together with enclosures, which has been addressed to the Treasury on the subject of the Aden Estimate, 1931.

We have since written them as a result of your official letter of the 30th of January† asking that the figure for the Aden Protectorate Levies included under Item B (a) of the detailed estimate may be increased from £18,500 to £18,800 and the sub-head total accordingly increased to £60,550.

The contribution from India will be one-third of this figure less expenditure under:—

	£
(a) Police	19,966
(b) The Hodeidah Mission	250
	<u>£20,216</u>

i.e., one-third of £60,550 less £20,216 = £13,444, say £13,400, and this amount is being taken as an Appropriation-in-Aid of our Vote.

Yours, &c.,
F. J. HOWARD

C. 89332/31 [No. 6].

No. 226.

MR. F. J. HOWARD (COLONIAL OFFICE)

to

MR. W. R. L. TRICKETT (TREASURY).

DEAR TRICKETT, Downing Street, 13th February, 1931.

PLEASE refer to our official letter of the 9th of February,§ on the subject of the provision required to be made in respect of Aden under Sub-head K of the Estimate for Colonial and Middle Eastern Services, 1931.

* No. 222.

† No. 223.

‡ No. 221.

§ No. 224.

215

The appointment of Colonel Reilly to succeed Sir S. Symes as Resident at Aden will necessitate a further amendment in this Estimate.

The pay of an officer from the Indian Service is Rs. 3,000 per month plus £13 6s. 8d. per month oversea allowance, the sumptuary allowance remaining the same at Rs. 500 per month.

Sir S. Symes' pay was Rs. 2,500 per month and the increase entailed by Colonel Reilly's appointment is, therefore, Rs. 500 per month plus £13 6s. 8d. per month, which equals £610 per annum, making the moiety (½) to be borne by His Majesty's Government £305 rounded up to £300 per annum.

We can, I think, take it that Colonel Reilly will be appointed before the 1st of April next so that provision must be made for the whole year. Thus the total of the Sub-head is now increased from £60,550 to £60,850.

We will not write officially until we receive a reply to the inquiry telegraphed to the Acting Resident at Aden regarding the provision of £8,316 for the temporary armed Police Force to which reference is made in our official letter of the 6th of February.*

Yours, &c.,
F. J. HOWARD.

C. 89332/31 [No. 7].

No. 227.

MR. F. J. HOWARD (COLONIAL OFFICE)

to

MR. W. R. L. TRICKETT (TREASURY).

DEAR TRICKETT, Downing Street, 19th February, 1931.

WITH reference to our discussion yesterday on the provision to be inserted finally in the Colonial and Middle East Services Vote for 1931, I enclose for your information copies of telegraphic correspondence† with the Acting Resident.

It would appear that a reduction of £569 can, in any case, be made from the figure £8,316 inserted in the Estimate for the temporary armed Police Force, and this will reduce the figure of £60,850 for Sub-head K. Aden given in our semi-official letter of the 13th instant‡ to £60,300.

Yours, &c.,
F. J. HOWARD.

C. 89332/31 [No. 8].

No. 228.

TREASURY to COLONIAL OFFICE.

(S. 21238/05)

SIR, Treasury Chambers, 28th March, 1931.

I AM directed to refer to Mr. Cowell's letter of the 9th February, 1931,§ regarding the amount to be provided in respect of expenditure at Aden in the Vote for Colonial and Middle Eastern Services for the year 1931, and to request you to inform the Secretary of State for the Colonies that the Estimate for this Vote, as finally approved by Their Lordships, includes £60,000 for gross expenditure at Aden under Sub-head K, and provides for a contribution of £13,300 from the Government of India under Sub-head M together with miscellaneous receipts of £200 in connexion with the Protectorate Tribal Levies.

2. The provision of £60,000 referred to makes allowance, should it be decided to make it, for a contribution of £1,500 towards the Indian Civil Hospital. On this question Their Lordships will await the further communication promised in Mr. Cowell's letter of the 28th January, 1931.¶ Meanwhile They do not regard Themselves as in any way committed to such expenditure.

3. My Lords understand that the Secretary of State is at present in correspondence with the India Office on the subject of the disbanding of the temporary Police Force, regarding which They will no doubt be furnished with a further report

* C. 89254/31 [No. 6]: not printed.

† C. 89254/31 [Nos. 8 and 11]: not printed.

‡ No. 226.

§ No. 224.

¶ No. 222.

in due course. My Lords would be glad to receive at the same time Lord Passfield's observations on the extent to which the Protectorate Tribal Levies can be reduced in establishment as a result of the creation of a permanent force of armed Police. The provision in the estimate appears to have been made on the basis of a strength of six platoons for the whole year, but My Lords had hoped that it would have proved possible to reduce the number of platoons to four by disbanding the platoon at Kamaran and one of the platoons on the mainland.

I am, &c.,
R. V. NIND HOPKINS.

C. 89332/31 [No. 10].

No. 229.

ADEN.

THE RESIDENT to THE SECRETARY OF STATE.

(Received 3 p.m., 13th April, 1931.)

TELEGRAM.

[Answered by No. 230.]

No. 78. 13TH APRIL. Your despatch of 26th March, Accounts No. 13.* Civil Estimates, Aden. I shall be grateful for details by telegram of items I (b) Police, II (c) Protectorate Chiefs, and II (e) Miscellaneous, for which I account direct to the Colonial Office.

C. 89332/31 [No. 11].

No. 230.

ADEN.

THE SECRETARY OF STATE to THE ACTING RESIDENT.

(Sent 2.50 p.m., 25th April, 1931.)

TELEGRAM.

No. 18. Your telegram of 13th April, No. 78.† Aden Estimates, 1931. Following are details required. (1) Police (a) contribution towards permanent force £6,800; (b) temporary force £7,747, see your telegram of 18th February, No. 39;‡ (c) share of cost of buildings and equipment of permanent force £4,850. (2) Protectorate Chiefs (a) political services and Durbar presents £5,880; (b) entertainment £1,900, see your telegram of 14th January, No. 10;§ (c) stipends £3,900. (3) Miscellaneous (a) secret service £400; (b) Protectorate Secretary travelling; (c) maintenance of bungalow; and (d) repatriation of Adenese seamen from United Kingdom £50 each; (e) rounding £33. Provision of £1,500 contribution to civil hospital under 1 (a) of printed Estimates, page 95, does not imply that His Majesty's Government is committed to such expenditure. Further information being obtained from India Office.—PASSFIELD.

C. 89332/31 [No. 17].

No. 231.

ADEN.

THE SECRETARY OF STATE to THE ACTING RESIDENT.

[Answered by No. 232.]

(No. 69.)

SIR, Downing Street, 8th August, 1931.
I HAVE the honour to inform you that the question of the retention of the 5th and 6th Platoons of the Aden Protectorate Levies was discussed at a meeting of representatives of the Departments concerned, at which Colonel Reilly was present.

* 191A 31/32 Accounts [No. 12]: not printed.

† No. 229.

‡ C. 89254/31 [No. 11]: not printed.

§ No. 220.

2. It was decided that the 6th Platoon could be disbanded as soon as the new permanent Police Force had relieved the Levies of police duties at Kamaran.

3. It was understood from Colonel Reilly that this relief had already been effected, and it was held that the 6th Platoon should therefore be disbanded as soon as possible, and in any event not later than the 1st of September.

4. I concur in this decision, and I have to request that you will take the necessary steps accordingly.

5. As regards the question of disbandment of the 5th Platoon, I have to inform you that this matter will be further discussed when the Estimates for 1932 are under consideration. I shall be glad if you would accordingly favour me with your views thereon in October next.

I have, &c.,
PASSFIELD.

C. 89332/31 [No. 23].

No. 232.

ADEN.

THE ACTING RESIDENT to THE SECRETARY OF STATE.

(Received 14th September, 1931.)

(No. 182.)

SIR, The Residency, Aden, 2nd September, 1931.
I HAVE the honour to refer to Lord Passfield's despatch No. 69 dated 8th August, 1931,* regarding the 5th and 6th Platoons of the Aden Protectorate Levies and to enclose for your information a copy of a letter dated 28th August, 1931, from Headquarters, British Forces in Aden.

I have, &c.,
H. M. WIGHT WICK,
Acting Resident, &c.

Enclosure in No. 232.

Headquarters, British Forces, Steamer Point, Aden, Arabia,
28th August, 1931.

To—
The Protectorate Secretary
(with compliments).

Establishment: Aden Protectorate Levies.

1. IN reference to your letter dated 25th August, 1931, the disbandment of the 6th Platoon has been completed and the strength of the Aden Protectorate Levies is now approximately seven men below the authorized establishment for Headquarters, Camel Troop, and four Infantry Platoons.

2. Some time ago the Air Ministry was given, in full, the reasons of the Officer Commanding, British Forces, for the retention of the 5th Platoon, and there has been no development which would cause him to alter his opinion at the moment.

E. BETTS,
Squadron Leader, "Air" Staff,
Headquarters, British Forces, Aden.

* No. 231.

EXCHEQUER EXTRA RECEIPTS.

Kamaran Quarantine Station.

C. 79273/30 [No. 24].

No. 233.

COLONIAL OFFICE to INDIA OFFICE.

[Answered by No. 234.]

SIR,

Downing Street, 16th October, 1930.

I AM directed by Lord Passfield to refer to Colonial Office letter of the 18th of October, 1929,* and India Office reply of the 28th of October, 1929,† on the subject of the Budget for the Kamaran Quarantine Station for 1930, and to inquire whether an estimate can be given of the receipts which may be expected to accrue to British revenues during the financial year 1931-32 under the Anglo-Dutch Agreement relating to this Station.

2. As the information is required for submission to the Treasury by the 1st of November, I am to request the favour of an early reply, and to suggest that, if necessary, a telegram should be sent to the Government of India on the subject.

I am, &c.,
F. J. HOWARD.

C. 79273/30 [No. 25].

No. 234.

INDIA OFFICE to COLONIAL OFFICE.

[Answered by No. 238.]

India Office, 24th October, 1931.

THE Under-Secretary of State for India presents his compliments to the Under-Secretary of State for the Colonies, and begs to transmit to him copy of correspondence with the Government of India on the subject of the estimated receipts from pilgrim dues during 1931, at Kamaran Quarantine Station.

Reference to previous correspondence: Letter to the India Office of the 16th October, 1930.‡

Enclosure 1 in No. 234.

SECRETARY OF STATE to GOVERNMENT OF INDIA, DEPARTMENT OF EDUCATION,
HEALTH AND LANDS, DATED 18TH OCTOBER, 1930.

Telegram.

3341. KAMARAN Quarantine Station. Please telegraph before 31st October estimated receipts from pilgrim dues during 1931 for purpose of Colonial Office estimates.

Enclosure 2 in No. 234.

GOVERNMENT OF INDIA, DEPARTMENT OF EDUCATION, HEALTH AND LANDS, to
SECRETARY OF STATE FOR INDIA.

(Received 4 p.m., 22nd October, 1930.)

Telegram.

2110-H (G). 22ND OCTOBER. Your telegram dated 18th October, No. 3341. Kamaran Quarantine Station. Receipts from pilgrim dues during 1931 estimated at Rs. 600,000 at existing rates of Rs. 10 per pilgrim. We are, however, considering the question of reducing them next year to Rs. 7 per pilgrim, and if the fees are so reduced receipts will fall to Rs. 420,000. Decision finally reached on this point in consultation with the Netherlands East Indies Government will be communicated to you as soon as possible.

* No. 187 in Middle East No. 33.

† No. 190 in Middle East No. 33.

‡ No. 233.

C. 79273/30 [No. 26].

No. 235.

COLONIAL OFFICE to TREASURY.

[Answered by No. 236.]

SIR,

Downing Street, 31st October, 1930.

I AM directed by Lord Passfield to transmit to you, to be laid before the Lords Commissioners of the Treasury, the accompanying copy of a letter from this Department of the 16th of October,* addressed to the India Office on the subject of the amount to be included as an extra exchequer receipt in the Colonial and Middle Eastern Services Vote, 1931, in respect of the receipts from the Kamaran Quarantine Station, together with a copy of a telegram to the Government of India of the 18th of October,† and of their reply of the 22nd of October.‡ I am to state that, pending a decision as to the rate of the fee to be charged to pilgrims, the sum of £790 representing a moiety of 5 per cent. of Rs. 420,000, which is the share due to His Majesty's Government under the Anglo-Dutch Agreement relating to Kamaran will be included under extra exchequer receipts in connexion with the Colonial and Middle Eastern Services Vote for 1931.

I am, &c.,
F. J. HOWARD.

C. 79273/30 [No. 27].

No. 236.

MR. W. R. L. TRICKETT (TREASURY)

to

MR. F. J. HOWARD (COLONIAL OFFICE).

[Answered by No. 241.]

(S. 124/6.)

Treasury Chambers,

DEAR HOWARD,

Whitehall, S.W.1, 5th December, 1930.

WITH reference to Colonial Office letter of the 31st October,§ concerning the amount to be included as an Extra Exchequer Receipt in the Colonial and Middle Eastern Vote, 1931, I notice that the figure provisionally inserted under this head (£790) is based on a prospective reduction in the pilgrims' fees, but that no final decision had been reached as to the reduction at the date of your letter. Are you now in a position to let us know definitely whether this figure stands? And incidentally has not the creditor something to say before a reduction of fees is decided upon and put into operation?

2. We should be glad to have some information about the progress of the negotiations proposed in Colonial Office letter of the 13th May, 1930,|| and approved by us in Treasury letter of the 5th June,¶ with a view to obtaining the agreement of the Government of the Netherlands East Indies to an additional payment in refund of the advance of £22,335 originally made by the Imperial Exchequer. We should like to include a figure in the Estimates in respect of these receipts also, if a payment is likely to be made in the next financial year.

At present we do not seem to be getting our money in very satisfactory

Yours, &c.,
W. R. L. TRICKETT.

C. 79273/30 [No. 30].

No. 237.

MR. F. J. HOWARD (COLONIAL OFFICE)

to

MR. J. G. LAITHWAITE (INDIA OFFICE).

[Answered by No. 240.]

MY DEAR LAITHWAITE,

Downing Street, 3rd January, 1931.

PLEASE refer to our letter of even date,** regarding the Kamaran Quarantine Station and the proposed reduction in pilgrims' fees. One point arises, namely:—

* No. 233

† Enclosure 1 in No. 234.

‡ Enclosure 2 in No. 234.

§ No. 235.

|| C. 79273/30 [No. 12]: not printed.

¶ C. 79273/30 [No. 15]: not printed.

** No. 238.

Has not the creditor something to say before a reduction of fees is decided upon and put into operation?

I presume the Government of India will consult the India Office before coming to a definite decision, and that, in that case, you will take the opportunity of writing to us.

You will, of course, be aware that we include an estimate of our portion of the receipts in the Colonial and Middle Eastern Services Estimate which may be closed at a not very distant date.

Yours, &c.,
F. J. HOWARD.

C. 79273/30 [No. 31].

No. 238.

COLONIAL OFFICE to INDIA OFFICE.

SIR,

Downing Street, 3rd January, 1931.

WITH reference to your letter of the 24th October,* regarding the receipts from pilgrim dues during 1931 at Kamaran Quarantine Station, I am directed by Lord Passfield to inquire whether Mr. Secretary Benn has yet received an intimation of the decision reached by the Government of India in consultation with the Netherlands East Indies Government on the proposed reduction in pilgrims' fees. If, however, no decision has yet been communicated, Lord Passfield would suggest that telegraphic inquiry should be made of the Government of India.

I am, &c.,
H. R. COWELL.

C. 79273/30 [No. 32].

No. 239.

COLONIAL OFFICE to INDIA OFFICE.

[Answered by No. 243.]

SIR,

Downing Street, 3rd January, 1931.

I AM directed by Lord Passfield to refer to Mr. Silver's letter of the 14th July,† regarding the Kamaran Quarantine Station Fund Account, and to request you to inform Mr. Secretary Benn that the Lords Commissioners of the Treasury have inquired as to the progress of the negotiations to obtain the agreement of the Government of the Netherlands East Indies to an additional payment in refund of the advance of £22,335 originally made by the Imperial Exchequer.

2. Lord Passfield would accordingly be glad to learn the present position of the matter at an early date in view of the preparation of Estimates for next financial year.

I am, &c.,
H. R. COWELL.

C. 89273/31 [No. 5].

No. 240.

MR. E. J. TURNER (INDIA OFFICE)

to

MR. F. J. HOWARD (COLONIAL OFFICE).

India Office, Whitehall,

London, S.W.1, 16th January, 1931.

DEAR HOWARD,

YOUR demi-official letter of 3rd January,‡ relating to the proposed reduction of pilgrim fees payable at the Kamaran Quarantine Station. As regards your point about the position of His Majesty's Government as a creditor Government, will you please refer to Article 7 of the Anglo-Dutch Agreement of 1926. The position seems

* No. 234.

† C. 79273/30 [No. 20]: not printed.

‡ No. 237.

to be that it is left to the Governments of India and the Netherlands East Indies to decide the amount of the dues payable at Kamaran and that it is not incumbent on the Government of India to consult His Majesty's Government before a final decision is reached.

You speak of the British Government as "the creditor," but there are, in fact, two creditor Governments; and one of them (the British) appears to have deliberately left it to the other (the Indian) to do its best in the interests of both.

Yours, &c.,
E. J. TURNER.

C. 89273/31 [No. 4].

No. 241.

MR. F. J. HOWARD (COLONIAL OFFICE)

to

MR. W. R. L. TRICKETT (TREASURY).

DEAR TRICKETT,

Downing Street, 17th January, 1931.

Your letter S/124/6 of the 5th of January,* regarding the Kamaran Quarantine Station.

I have spoken to Turner of the India Office about the two points raised in your letter S/124/6 of the 5th of December† (i.e., (i) prospective reduction of pilgrims' fees, and (ii) additional payment from the Netherlands Government in respect of the advance of £22,335 originally made by the Imperial Exchequer. They have now telegraphed to India (as in copy of telegram enclosed‡) so that I think we ought to be able to let you know something soon.

On the question of the proposed reduction in the fee charged to the pilgrims, the clause in the Anglo-Dutch Agreement dealing with the levying of the fees states that the amount "shall remain fixed at Rs. 10 until the Governments of India and of the Netherlands East Indies determine otherwise by agreement," and if the matter has already been fixed up between the Indian and Netherlands Governments, the India Office fear that nothing could be done to upset the change. On the other hand the Secretary of State for India would almost certainly agree to telegraph out any representations which His Majesty's Government may desire to make on the matter, for the Indian Government's consideration if no decision has actually been taken.

Briefly, the view taken by the India Office is that His Majesty's Government and the Indian Government are equally creditors in this matter, and their interests are, therefore, the same: but in point of fact (as the wording of the Agreement states) the reduction of the amount of the fee is a matter between the Indian and Netherlands Governments—in other words (whether by intention or otherwise) the creditor in this country (i.e., His Majesty's Government) has entrusted this particular matter to the creditor on the spot (India). In the circumstances we might I think, await a reply to the first part of the India Office telegram.

Yours, &c.,
F. J. HOWARD.

C. 89273/31 [No. 10].

No. 242.

MR. F. J. HOWARD (COLONIAL OFFICE)

to

MR. W. R. L. TRICKETT (TREASURY).

DEAR TRICKETT,

Downing Street, 12th February, 1931.

WITH reference to your letter S. 124/6 of the 2nd of February,§ I have now received from the India Office a copy of a telegram which I enclose for your information. You will observe that it is proposed to defer making the reduction in the pilgrim dues until December, 1931, and that the standing Haj Committee is being consulted next month and a further report will be received if the final decision differs

* C. 89273/31 [No. 2]: not printed. † No. 236. ‡ C. 89273/31 [No. 3]: not printed.

§ C. 89273/31 [No. 7]: not printed.

from this proposal. The dues for 1931 are estimated to amount to Rs. 600,000 at the existing rate of Rs. 10 per pilgrim. Our share of this (a half of 5 per cent.) would be £1,125 and I think this is the sum which should be included in our 1931 Estimates under Exchequer Extra Receipts.

2. You will also observe from the telegram that the Netherlands East Indies Government have been asked to agree to provision to the extent of Rs. 482,500 being made in the Kamaran Station Estimates for the repayment of the outstanding debt due to the British Indian Governments. The sterling equivalent of Rs. 482,500 is £36,188, half of which, viz., £18,094 is the sum outstanding as at 31st March, 1930, according to our records. The £18,094 will of course be still further reduced by whatever receipt we get in respect of 1930. £1,125 is included in our Estimates in respect of our share of the 1930 pilgrim dues and, if received, will reduce the amount outstanding to £16,969. If we were certain of receiving the balance by 31st March, 1932, I should suggest including £16,969 in our 1931 Estimates, but in view of the delays which always occur in these matters, I think it only safe to include the £1,125 referred to at the beginning of my letter. We propose, however, to ask India Office to request the Government of India to telegraph the final decision as regards repayment as quickly as possible.

Yours, &c.,
F. J. HOWARD.

[C. 89273/31 [No. 9].]

Enclosure in No. 242.

THE GOVERNMENT OF INDIA, DEPARTMENT OF EDUCATION, HEALTH AND LANDS,
to SECRETARY OF STATE FOR INDIA.

(Received 4.15 p.m., 31st January, 1931.)

TELEGRAM.

186—H (G). 31ST JANUARY. Your telegram dated 7th January, No. 73. Netherlands East Indies Government, while agreeing in principle to the reduction of pilgrim dues at Kamaran, have suggested that any such reduction should coincide with beginning of new pilgrim season rather than that of calendar year. We accept this view and as it is now too late to make any change during present pilgrim season which has already begun, we think reduction will have to be deferred till December, 1931. No change is therefore required in estimate of Rs. 600,000 already communicated to you. We propose, however, to consult our Standing Haj Committee in the matter next month and if final decision is different we shall report to you again.

2. Netherlands East Indies Government have agreed to accelerated payment in full of outstanding debts of Kamaran Quarantine Station to British and British Indian subjects (? of, omitted) Government and we have asked their approval to provision of Rs. 482,500 being included in Budget estimates of next year, Quarantine Stations for (? 1931), to enable debt to be fully repaid this year. We shall inform you of final decision on hearing from them again.

C. 89273/31 [No. 13].

No. 243.

INDIA OFFICE to COLONIAL OFFICE.

SIR, India Office, Whitehall, London, S.W.1, 16th February, 1931.
WITH reference to your letter of the 3rd January, 1931,* relating to the Kamaran Quarantine Station, I am directed by the Secretary of State for India to transmit for the information of the Secretary of State for the Colonies, copy of a telegram† received from the Government of India.

2. As regards the proposal to reduce the pilgrim fees payable at Kamaran, it will be observed that the Government of India, in agreement with the Netherlands East Indies Government, have provisionally decided to defer any reduction until the next pilgrim season. The Government of India propose, however, to ascertain whether this decision is acceptable to the Standing Haj Committee of the Indian Legislature.

* No. 239.

† Enclosure in No. 242.

3. With regard to the question of the repayment of the outstanding balance on account of sums advanced by His Majesty's Government and the Government of India up to 31st March, 1922, it will be seen that the Government of India have invited the concurrence of the Netherlands East Indies Government in a proposal that arrangements should be made for the repayment of the whole of the outstanding balance.

4. Copies of this letter and its enclosure are being sent also to the Foreign Office, Treasury, and Ministry of Health.

I am, &c.,
E. J. TURNER.

C. 89273/31 [No. 19].

No. 244.

INDIA OFFICE to COLONIAL OFFICE.

SIR, India Office, Whitehall, London, S.W.1, 16th March, 1931.
WITH reference to the letter from this Department dated the 21st March, 1930,* and connected correspondence regarding the Kamaran Quarantine Station, I am directed by the Secretary of State for India to transmit, for the information of the Secretary of State for the Colonies, copy of a letter received from the Accountant-General, Bombay, reporting that the amount due for repayment to His Majesty's Government on the 1st January, 1931, under Article 9 (a) of the Anglo-Dutch Agreement of 1926 is Rs. 11,781.

2. Instructions will be given to the Accountant-General at this Office for the payment of the sterling equivalent of the above sum, namely, £883 11s. 6d. to the credit of your Department on receipt of a Receivable Order for this purpose.

I am, &c.,
G. GRAHAM DIXON.

Enclosure in No. 244.

SIR, Bombay, the 6th February, 1931.
I HAVE the honour to state that a sum of Rs. 11,781, representing the moiety of 5 per cent. of pilgrim dues amounting to Rs. 471,240 collected at Kamaran during the year 1930, is due to the Colonial Office towards the repayment of advances made by them, under Article 9 (a) of the Anglo-Dutch Agreement. I would, therefore, request you to pay the sum of Rs. 11,781 (eleven thousand seven hundred and eighty-one only) to the Colonial Office and pass on the debit to this Office for adjustment through your remittance account.

I have, &c.,
P. G. SHAH,
Deputy Accountant-General.

To the Under-Secretary of State for India,
Accountant-General's Department,
India Office,
London.

C. 89273/31 [No. 23].

No. 245.

INDIA OFFICE to COLONIAL OFFICE.

[Answered by No. 246.]

SIR, India Office, Whitehall, London, S.W.1, 8th June, 1931.
WITH reference to the correspondence ending with the letter from this Department of the 2nd April, 1931,† regarding the repayment during 1931-32 of the outstanding balance of the advances made by His Majesty's Government and the Government of India in respect of the Kamaran Quarantine Station, I am directed by the Secretary of State for India to transmit, for the information of the Secretary of

* C. 79273/30 [No. 9]: not printed.

† C. 89273/31 [No. 22]: not printed.

State for the Colonies, copy of a letter received from the Accountant-General, Bombay, reporting that the amount due to His Majesty's Government is Rs. 229,466 annas 10 (£17,209 19s. 11d.).

2. Instructions will be given to the Accountant-General at this Office for the payment of the above sum to the credit of your Department on receipt of a Receivable Order for this purpose.

3. A copy of this letter is being sent to the Foreign Office, Treasury, and Ministry of Health.

I am, &c.,
E. J. TURNER.

Enclosure in No. 245.

SIR,

Bombay, 1st May, 1931.

I HAVE the honour to state that the Government of India, with the concurrence of His Majesty's Government and the Government of Netherlands, East Indies, have decided to repay in full the outstanding debt of the Kamaran Quarantine Station to the British and British Indian Governments. Accordingly a sum of Rs. 229,466.10.0, being the half of the total outstanding debt of Rs. 458,933.4.0, is due to the Colonial Office. I would, therefore, request you to pay the sum of Rs. 229,466.10.0 (or £17,209 19s. 11d.) to the Colonial Office. A credit for this amount is being passed on to you through this Office remittance account with the Secretary of State for April, 1931.

I have, &c.,
R. L. M. KERNAN,
Accountant-General.

To the Under-Secretary of State for India,
Accountant-General's Department,
India Office, London.

C. 89273/31 [No. 24].

No 246.

COLONIAL OFFICE to INDIA OFFICE.

THE Under-Secretary of State, Colonial Office, presents his compliments to the Under-Secretary of State for India (Economic and Overseas Department), and with reference to Mr. Turner's letter of 8th June, 1931,* regarding the outstanding balance of the amount due to His Majesty's Government in respect of the Kamaran Quarantine Station, begs to state that the amount of the outstanding balance appears to be £17,210 as under:—

	£	s.	d.	£	s.	d.
Amount issued from Middle Eastern Services						
Vote 1923-24, Sub-head H				22,335	0	0
Amount of refunds received from India Office:—						
31st March, 1928	1,827	10	8			
31st March, 1929	1,297	15	7			
31st March, 1930	1,116	2	3			
31st March, 1931	883	11	6			
				5,125	0	0
Balance due	£17,210	0	0			

It is assumed, therefore, that no objection will be raised to the refund of the above sum instead of the sum of £17,209 19s. 11d. referred to in Mr Turner's letter and a Receivable Order for the sum of £17,210 is accordingly enclosed herewith

Downing Street,
16th June, 1931.

* No. 245.

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M.E. Estimates.—Gp. 6. 19599/2941. 30. 6/33. (158)

Printed for the use of the Colonial Office.

Middle East.
No. 39.

Confidential.

Palestine

Letter from the Prime Minister to
Dr. Ch. Weizmann.

13th February, 1931.

Printed for the use of the Colonial Office.

Middle East.
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13th February, 1931.

Palestine

Letter from the Prime Minister to Dr. Ch. Weizmann.

10, DOWNING STREET,
WHITEHALL,
13th February, 1931.

Dear DR. WEIZMANN,

IN order to remove certain misconceptions and misunderstandings which have arisen as to the policy of His Majesty's Government with regard to Palestine, as set forth in the White Paper of October, 1930,* and which were the subject of a Debate in the House of Commons on the 17th November, and also to meet certain criticisms put forward by the Jewish Agency, I have pleasure in forwarding you the following statement of our position, which will fall to be read as the authoritative interpretation of the White Paper on the matters with which this letter deals.

2. It has been said that the policy of His Majesty's Government involves a serious departure from the obligations of the Mandate as hitherto understood, that it misconceives the Mandatory obligations, and that it foreshadows a policy which is inconsistent with the obligations of the Mandatory to the Jewish people.

3. His Majesty's Government did not regard it as necessary to quote *in extenso* the declarations of policy which have been previously made, but attention is drawn to the fact that, not only does the White Paper of 1930 refer to and endorse the White Paper of 1922,† which has been accepted by the Jewish Agency, but it recognises that the undertaking of the Mandate is an undertaking to the Jewish people and not only to the Jewish population of Palestine. The White Paper placed in the foreground of its statement my speech in the House of Commons on the 3rd April, 1930, in which I announced in words which could not have been made more plain, that it was the intention of His Majesty's Government to continue to administer Palestine in accordance with the terms of the Mandate as approved by the Council of the League of Nations. That position has been reaffirmed and again made plain by my speech in the House of Commons on the 17th November. In my speech on the 3rd April I used the following language:—

“ His Majesty's Government will continue to administer Palestine in accordance with the terms of the Mandate as approved by the Council of the League of Nations. This is an international obligation from which there can be no question of receding.

* Cmd. 3692.

† Cmd. 1700.

“ Under the terms of the Mandate His Majesty's Government are responsible for promoting ‘ the establishment in Palestine of a National Home for the Jewish people, it being clearly understood that nothing shall be done which might prejudice the civil and religious rights of existing non-Jewish communities in Palestine or the rights and political status enjoyed by Jews in any other country.’

“ A double undertaking is involved, to the Jewish people on the one hand, and to the non-Jewish population of Palestine on the other; and it is the firm resolve of His Majesty's Government to give effect, in equal measure, to both parts of the Declaration, and to do equal justice to all sections of the population of Palestine. That is a duty from which they will not shrink, and to the discharge of which they will apply all the resources at their command.”

That declaration is in conformity not only with the articles, but also with the preamble of the Mandate, which is hereby explicitly reaffirmed.

4. In carrying out the policy of the Mandate the Mandatory cannot ignore the existence of differing interests and viewpoints. These, indeed, are not in themselves irreconcilable, but they can only be reconciled if there is a proper realisation that the full solution of the problem depends on an understanding between the Jews and the Arabs. Until that is reached, considerations of balance must inevitably enter into the definition of policy.

5. A good deal of criticism has been directed to the White Paper upon the assertion that it contains injurious allegations against the Jewish people and Jewish Labour organization. Any such intention on the part of His Majesty's Government is expressly disavowed. It is recognised that the Jewish Agency have all along given willing co-operation in carrying out the policy of the Mandate, and that the constructive work done by the Jewish people in Palestine has had beneficial effects on the development and well-being of the country as a whole. His Majesty's Government also recognise the value of the services of labour and trades union organization in Palestine, to which they desire to give every encouragement.

6. A question has arisen as to the meaning to be attached to the words “ safeguarding the civil and religious rights of all inhabitants of Palestine, irrespective of race and religion,” occurring in article 2, and the words “ ensuring that the rights and position of other sections of the population are not prejudiced,” occurring in article 6 of the Mandate. The words “ safeguarding the civil and religious rights,” occurring in article 2, cannot be read as meaning that the civil and religious rights of individual citizens are to be unalterable. In the case of *Sulciman Murra*, to which reference has been made, the Privy Council, in construing these words of article 2, said :

"It does not mean . . . that all the civil rights of every inhabitant of Palestine which existed at the date of the Mandate are to remain unaltered throughout its duration; for if this were to be a condition of the Mandatory jurisdiction, no effective legislation would be possible." The words, accordingly, must be read in another sense, and the key to the true purpose and meaning of the sentence is to be found in the concluding words of the article: "irrespective of race and religion." These words indicate that, in respect of civil and religious rights, the Mandatory is not to discriminate between persons on the ground of religion or race, and this protective provision applies equally to Jews, Arabs, and all sections of the population.

7. The words "rights and position of other sections of the population," occurring in article 6, plainly refer to the non-Jewish community. These rights and position are not to be prejudiced, that is, are not to be impaired or made worse. The effect of the policy of immigration and settlement on the economic position of the non-Jewish community cannot be excluded from consideration. But the words are not to be read as implying that existing economic conditions in Palestine should be crystallised. On the contrary, the obligation to facilitate Jewish immigration and to encourage close settlement by Jews on the land, remains a positive obligation of the Mandate, and it can be fulfilled without prejudice to the rights and position of other sections of the population of Palestine.

8. We may proceed to the contention that the Mandate has been reinterpreted in a manner highly prejudicial to Jewish interests in the vital matters of land settlement and immigration. It has been said that the policy of the White Paper would place an embargo upon immigration, and would suspend, if not, indeed, terminate, the close settlement of the Jews on the land, which is a primary purpose of the Mandate. In support of this contention particular stress has been laid upon the passage referring to State lands in the White Paper, which says that "it would not be possible to make these areas available for Jewish settlement in view of their actual occupation by Arab cultivators, and of the importance of making available additional land on which to place the Arab cultivators who are now landless."

9. The language of this passage needs to be read in the light of the policy as a whole. It is desirable to make it clear that the landless Arabs, to whom it was intended to refer in the passage quoted, were such Arabs as can be shown to have been displaced from the lands which they occupied in consequence of the lands passing into Jewish hands, and who have not obtained other holdings on which they can establish themselves or other equally satisfactory occupation. The number of such displaced Arabs must be a matter for careful enquiry. It is to landless Arabs within this category that His Majesty's Government feel themselves under

an obligation to facilitate their settlement upon the land. The recognition of this obligation in no way detracts from the larger purposes of development, which His Majesty's Government regards as the most effectual means of furthering the establishment of a National Home for the Jews.

10. In framing a policy of land settlement, it is essential that His Majesty's Government should take into consideration every circumstance that is relevant to the main purposes of the Mandate. The area of cultivable land, the possibilities of irrigation, the absorptive capacity of the country in relation to immigration are all elements pertinent to the issues to be elucidated, and the neglect of any one of them would be prejudicial to the formulation of a just and stable policy.

It is the intention of His Majesty's Government to institute an enquiry as soon as possible to ascertain, *inter alia*, what State and other lands are, or properly can be made, available for close settlement by Jews under reference to the obligation imposed upon the Mandatory by article 6 of the Mandate. This enquiry will be comprehensive in its scope, and will include the whole land resources of Palestine. In the conduct of the enquiry provision will be made for all interests, whether Jewish or Arab, making such representations as it may be desired to put forward.

11. The question of the congestion amongst the fellahin in the hill districts of Palestine is receiving the careful consideration of His Majesty's Government. It is contemplated that measures will be devised for the improvement and intensive development of the land, and for bringing into cultivation areas which hitherto may have remained uncultivated, and thereby securing to the fellahin a better standard of living, without save in exceptional cases, having recourse to transfer.

12. In giving effect to the policy of land settlement, as contemplated in article 11 of the Mandate, it is necessary, if disorganization is to be avoided, and if the policy is to have a chance to succeed, that there should exist some centralised control of transactions relating to the acquisition and transfer of land during such interim period as may reasonably be necessary to place the development scheme upon a sure foundation. The power contemplated is regulative and not prohibitory, although it does involve a power to prevent transactions which are inconsistent with the tenor of the scheme. But the exercise of the power will be limited and in no respect arbitrary. In every case it will be conditioned by considerations as to how best to give effect to the purposes of the Mandate. Any control contemplated will be fenced with due safeguards to secure as little interference as possible with the free transfer of land. The centralised control will take effect as from such date only as the authority charged with the duty of carrying

out the policy of land development shall begin to operate. The High Commissioner will, pending the establishment of such centralised control, have full powers to take all steps necessary to protect the tenancy and occupancy rights, including the rights of squatters, throughout Palestine.

13. Further, the statement of policy of His Majesty's Government did not imply a prohibition of acquisition of additional land by Jews. It contains no such prohibition, nor is any such intended. What it does contemplate is such temporary control of land disposition and transfers as may be necessary, not to impair the harmony and effectiveness of the scheme of land settlement to be undertaken. His Majesty's Government feel bound to point out that they alone of the Governments which have been responsible for the administration of Palestine since the acceptance of the Mandate have declared their definite intention to initiate an active policy of development which it is believed will result in substantial and lasting benefit to both Jews and Arabs.

14. Cognate to this question is the control of Immigration. It must, first of all, be pointed out that such control is not in any sense a departure from previous policy. From 1920 onwards, when the original Immigration Ordinance came into force, regulations for the control of Immigration have been issued from time to time, directed to prevent illicit entry and to define and facilitate authorised entry. This right of regulation has at no time been challenged.

15. But the intention of His Majesty's Government appears to have been represented as being that "no further immigration of Jews is to be permitted so long as it might prevent any Arab from obtaining employment." His Majesty's Government never proposed to pursue such a policy. They were concerned to state that, in the regulation of Jewish immigration, the following principles should apply, viz., that "it is essential to ensure that the immigrants should not be a burden upon the people of Palestine as a whole, and that they should not deprive any section of the present population of their employment" (White Paper, 1922). In the one aspect His Majesty's Government have to be mindful of their obligations to facilitate Jewish Immigration under suitable conditions, and to encourage close settlement of Jews on the land; in the other aspect they have to be equally mindful of their duty to ensure that no prejudice results to the rights and position of the non-Jewish community. It is because of this apparent conflict of obligations that His Majesty's Government have felt bound to emphasise the necessity of the proper application of the absorptive capacity principle. That principle is vital to any scheme of development, the primary purpose of which must be the settlement both of Jews and of displaced Arabs upon the land. It is for that

reason that His Majesty's Government have insisted, and are compelled to insist, that Government control of immigration must be maintained and that immigration regulations must be properly applied. The considerations relevant to the limits of absorptive capacity are purely economic considerations.

16. His Majesty's Government did not prescribe and do not contemplate any stoppage or prohibition of Jewish immigration in any of its categories. The practice of sanctioning a "Labour Schedule" of wage-earning immigrants will continue. In each case consideration will be given to anticipated labour requirements for works which, being dependent on Jewish or mainly Jewish capital, would not be or would not have been undertaken unless Jewish labour was made available. With regard to public and municipal works falling to be financed out of public funds, the claim of Jewish labour to a due share of the employment available, taking into account Jewish contributions to public revenue, shall be taken into consideration. As regards other kinds of employment, it will be necessary in each case to take into account the factors bearing upon the demand for labour, including the factor of unemployment amongst both the Jews and the Arabs. Immigrants with prospects of employment other than employment of a purely ephemeral character will not be excluded on the sole ground that the employment cannot be guaranteed to be of unlimited duration.

17. In determining the extent to which Immigration at any time may be permitted, it is necessary also to have regard to the declared policy of the Jewish Agency to the effect that in "all the works or undertakings carried out or furthered by the Agency it shall be deemed to be a matter of principle that Jewish labour shall be employed." His Majesty's Government do not in any way challenge the right of the Agency to formulate or approve and endorse such a policy. The principle of preferential and, indeed, exclusive employment of Jewish labour by Jewish organizations is a principle which the Jewish Agency are entitled to affirm. But it must be pointed out that if in consequence of this policy Arab labour is displaced or existing unemployment becomes aggravated, that is a factor in the situation to which the Mandatory is bound to have regard.

18. His Majesty's Government desire to say finally, as they have repeatedly and unequivocally affirmed, that the obligations imposed upon the Mandatory, by its acceptance of the Mandate, are solemn international obligations, from which there is not now, nor has there been at any time, an intention to depart. To the tasks imposed by the Mandate His Majesty's Government have set their hand, and they will not withdraw it. But if their efforts are to be successful there is need for co-operation, confidence, readiness on all sides to appreciate the difficulties and complexities

of the problem, and, above all, there must be a full and unqualified recognition that no solution can be satisfactory or permanent which is not based upon justice, both to the Jewish people and to the non-Jewish communities of Palestine.

I am, my dear Dr. Weizmann,

Yours very sincerely,

J. RAMSAY MACDONALD

The President of the
Jewish Agency.

Printed for the use of the Colonial Office.

Middle East.
No. 40.

Confidential.

DEAD SEA SALTS CONCESSION: FRENCH CLAIM.

CORRESPONDENCE
[September, 1930—December, 1933]

*(In continuation of Middle East No. 35; continued by
Middle East No. 53.)*

Middle East.
No. 40.

Confidential.

DEAD SEA SALTS CONCESSION: FRENCH CLAIM.

CORRESPONDENCE

[September, 1930—December, 1933]

*(In continuation of Middle East No. 35; continued by
Middle East No. 53.)*

TABLE OF CONTENTS.

ii

Serial No., From or to Whom, Despatch No., &c., and Date.	Subject and Page No.
1930	
1 Foreign Office 27th September	States that His Majesty's Government have made their acceptance of arbitration in the case of the French claim to Dead Sea Salts Concession conditional on the French accepting arbitration in connection with claims arising from Syrian disturbances but that an unsatisfactory reply has been received ... 1
2 Foreign Office 24th December	Transmits copy of a minute recording interview with Lord Lytton and requests views as to expediency of placing time limit upon offer of arbitration ... 1
3 Palestine Potash Limited to the Foreign Office 20th December (Rec. 1st January, 1931)	Comments on detrimental effect arbitration proceedings would have upon Company and suggests that negotiations for voluntary arbitration be abandoned, the French Government being informed that they have recourse to The Hague Tribunal ... 3
1931	
4 To Foreign Office 8th January	In reply to No. 2, states that Lord Passfield favours imposition of time limit on the offer to arbitrate ... 4
5 Foreign Office to French Ambassador 12th February (Rec. 17th February)	States that offer of His Majesty's Government to arbitrate the claim to the Dead Sea Salts Concession cannot be extended beyond 1st May ... 4
6 Mr. G. W. Rendel to Mr. S. A. van Friesland 23rd February (Rec. 25th February)	In reply to No. 3, states that French Government would probably be unable to refer their case to The Hague Court by unilateral action and gives reasons ... 5
7 Lord Lytton to Mr. G. W. Rendel ... 17th April (Rec. 23rd April)	Transmits for observations a draft statement, and copies of legal opinions, on the question of the French claim and inquires position as to arbitration ... 6
8 French Ambassador to Foreign Office ... 12th April (Rec. 23rd April)	With reference to No. 5, transmits copy of a note dated 27th March giving views of French Government upon question of arbitration ... 8
9 Mr. G. W. Rendel to Lord Lytton ... 20th April (Rec. 23rd April)	Prefers to offer no comment on documents enclosed in No. 7 and states position as to arbitration ... 9
10 Foreign Office to French Ambassador ... 22nd April (Rec. 23rd April)	States that proposals of French Government set out in note enclosed in No. 8 are quite unacceptable to His Majesty's Government and adheres to conditions of arbitration, which will, however, expire after 1st May 10
11 Lord Lytton to Mr. G. W. Rendel ... 5th May (Rec. 11th May)	As the time limit placed upon offer made to French Government to arbitrate has expired, inquires position 11
12 Mr. G. W. Rendel to Lord Lytton ... 8th May (Rec. 11th May)	States that French Government were again informed on 22nd April that offer to arbitrate French claim expires after 1st May but no reply has been received 11
13 Lord Lytton to Mr. G. W. Rendel ... 27th May (Rec. 10th June)	Inquires whether French Government are entitled to refer claim to The Hague Court by unilateral action 12
14 Mr. G. W. Rendel to Lord Lytton ... 8th June (Rec. 10th June)	In reply to No. 13, transmits copy of No. 6 replying to similar inquiry made by Mr. Friesland ... 12
15 Foreign Office ... 26th June	Transmits copy of memorandum from French Ambassador stating that French Government cannot admit any connexion between their request for arbitration and the conditions imposed by His Majesty's Government, and making new proposals for a form of arbitration under The Hague Convention of 18th October, 1907. Submits proposed reply (see No. 17) 12
16 To Foreign Office ... 3rd July	Acknowledges No. 15 and agrees to terms of draft note to French Government (see No. 17) ... 14

Serial No., From or to Whom, Despatch No., &c., and Date.	Subject and Page No.
1931	
17 Foreign Office to French Ambassador ... 10th July (Rec. 13th July)	In reply to the memorandum enclosed in No. 15 states that His Majesty's Government cannot entertain the new proposals put forward for arbitration under The Hague Convention of 18th October, 1907, and in view of French attitude towards reciprocal arbitration declines to give French claim further consideration 14
18 Messrs. H. Oppenheimer, Nathan, and Vandyk 23rd December	Forwards copy of correspondence with Messrs. Ballantyne, Clifford and Company concerning the alleged infringement of the rights of their clients, M. Paul Berloty and Syndicate, to extract salts from the Dead Sea ... 15
1932	
19 Foreign Office ... 12th January	Transmits copy of letter and enclosures in similar terms to No. 18 which has been received in the Foreign Office and comments thereon ... 16
20 Foreign Office ... 19th January	Transmits copy of correspondence between Lord Lytton and Mr. G. W. Rendel relative to the disclosure to the French claimants of a confidential document signed by the Palestine Potash Company ... 17
21 Foreign Office ... 28th January	Transmits copy of a letter from Lord Lytton requesting access to any relevant documents at the Foreign Office and the Colonial Office bearing upon the alleged pre-war Turkish Concession ... 18
22 Foreign Office ... 1st February	Asks to be furnished with the Secretary of State's observations on the request in No. 21 ... 18
23 To Palestine Potash Limited 25th February	States that His Majesty's Government are willing to permit access to official documents which may assist in connexion with the legal proceedings against Palestine Potash Limited ... 19
24 To Foreign Office 25th February	Considers that all possible assistance should be given to Palestine Potash Limited in connexion with the legal action and encloses copy of No. 23 sent to the Company ... 19
25 Palestine Potash Limited 26th February	Expresses appreciation of decision conveyed in No. 23 19
26 Messrs. H. Oppenheimer, Nathan, and Vandyk 29th February	Intimates that inspection of official documents will be deferred until statement of claim is received from Plaintiffs ... 20
27 To High Commissioner. Confidential (2) ... 27th April	Transmits copies of correspondence regarding lawsuit against Palestine Potash Limited, gives particulars of documents to which access is being given, and inquires whether any other useful documents exist relative to early history of the Turkish Concession ... 20
28 High Commissioner. Confidential B. ... 4th June (Rec. 11th June)	States, in reply to No. 27, that no trace can be found of any documents bearing on the early history of the Turkish Concession ... 21
29 Foreign Office ... 30th June (Rec. 4th July)	Note of meeting held at the Colonial Office, 24th June, between representatives of the Foreign Office, Colonial Office, and Palestine Potash Limited, to discuss legal issues ... 21
30 Mr. H. G. Bushe (Colonial Office) to Sir Maurice Gwyer (Treasury Solicitor) 8th July	Submits observations on the action pending against Palestine Potash Limited and requests opinion as to the expediency of the Crown intervening or joining with Defendants ... 22
31 Messrs. H. Oppenheimer, Nathan, and Vandyk 14th July	Conveys official notification of action against Palestine Potash Limited so that expediency of intervention by the Crown may be considered ... 22
32 British Embassy, Angora, to Foreign Office ... 9th July (Rec. 21st July)	Conveys information regarding Turkish mining legislation ... 23

Serial No., From or to Whom, Despatch No., &c., and Date.	Subject and Page No.
1932	
33 To Messrs. Oppenheimer, Nathan, and Vandyk 22nd July	In reply to No. 31, states that the question whether the Crown should intervene in the action against Palestine Potash Limited is already engaging attention ... 24
34 Mr. H. F. Downie (Colonial Office) to Major H. L. Nathan ... 30th July	Transmits extract from No. 32 together with copy of Turkish Mining Law, 1906, embodying all amendments up to 1928 ... 24
35 Messrs. H. Oppenheimer, Nathan, and Vandyk 9th August	Requests information concerning the original grantees of the alleged pre-war Turkish Concession. Asks that matter may be referred to His Majesty's Ambassador in Angora. Assumes that any further information from the British Embassy in Turkey should be obtained through the Colonial Office ... 24
36 To Foreign Office 25th August	Transmit copy of No. 35 for necessary action and proposes to inform Messrs. Oppenheimer that requests for assistance from the Embassy in Turkey should be made through the Colonial Office ... 25
37 To Messrs. H. Oppenheimer, Nathan, and Vandyk 25th August	In reply to No. 35, states matter is being taken up with the Foreign Office ... 25
38 To Foreign Office 16th September	States that question of intervention of Crown in the action against Palestine Potash Limited has been referred to the Attorney-General who considers it desirable that he should request the Court to be allowed to attend as <i>amicus curiae</i> , without associating himself with either party, and for reasons indicated. States it is proposed to inform Major Nathan accordingly ... 25
39 Foreign Office 17th September	With reference to No. 36, transmits copy of a despatch sent to His Majesty's Ambassador in Turkey. Concurs in proposed reply to Messrs. Oppenheimer, Nathan, and Vandyk regarding requests for further information ... 26
40 Foreign Office 30th September	In reply to No. 38, concurs in proposed information being conveyed to Major Nathan ... 27
41 Sir George Clerk (British Ambassador, Turkey) to Sir John Simon (Secretary of State for Foreign Affairs). No. 328 2nd October (Rec. 18th October)	In reply to enclosure in No. 39, gives information concerning the original Turkish concessionaires, one of whom, Sunt Bey, is presumed dead ... 27
42 To Messrs. H. Oppenheimer, Nathan, and Vandyk 26th October	In further reply to No. 35, conveys information obtained through the British Embassy at Constantinople regarding the original grantees of the Turkish Concession. States that further requests for assistance from the British Embassy at Constantinople should be made through the Colonial Office ... 27
1933	
43 Mr. G. Stuart King (Treasury Solicitor's Office) to Mr. H. G. Bushe (Colonial Office) ... 27th January	Forwards for advice extract from a letter from Major Nathan inquiring as to the authority of the High Commissioner (1) to make the concession and (2) to sub-delegate his authority as far as Trans-Jordan is concerned. Transmits copy of the Pleadings ... 28
44 Mr. H. G. Bushe (Colonial Office) to Mr. G. Stuart King (Treasury Solicitor's Office) ... 21st February	In reply to No. 43, conveys information appertaining to Trans-Jordan Constitution and authority to grant concessions on behalf of Trans-Jordan ... 33
45 Colonial Office ... 23rd February	Note regarding interview between Mr. Novomeysky (Palestine Potash Limited) and Mr. Parkinson to discuss the possibility of confirming the Palestine Potash Concession by Ordinance ... 34

Serial No., From or to Whom, Despatch No., &c., and Date.	Subject and Page No.
1933	
46 Mr. G. Stuart King (Treasury Solicitor's Office) to Mr. H. H. Duncan (Colonial Office) ... 28th February	With reference to No. 44, desires to discover under what authority High Commissioner granted the Concession and states that meanwhile a reply to Major Nathan is being withheld ... 34
47 Mr. H. H. Duncan (Colonial Office) to Mr. G. Stuart King (Treasury Solicitor's Office) ... 24th March	Transmits copy of the Concession granted to Palestine Potash Limited and points to various inferences to the grant of the Concession by the High Commissioner on behalf of Trans-Jordan ... 36
48 Messrs. H. Oppenheimer, Nathan, and Vandyk 1st July	States that an Order of Court requiring production of certain documents has been obtained by Plaintiffs and asks whether it is desired to claim privilege from production in any particular case. Asks for copy of Lord Lytton's letter to Mr. Cowell of 25th July, 1930 ... 37
49 Messrs. H. Oppenheimer, Nathan, and Vandyk 3rd July	Forwards copies of further documents for consideration with No. 48 ... 38
50 To Messrs. H. Oppenheimer, Nathan, and Vandyk 6th July	States there is no objection to the disclosure of documents in Nos. 48 and 49 and forwards copy of letter from Lord Lytton to Mr. Cowell dated 25th July, 1930, which may also be disclosed ... 38
51 Foreign Office ... 7th July	Forwards copy of correspondence with Messrs. H. Oppenheimer, Nathan, and Vandyk regarding disclosure of documents ... 39
52 Messrs. Oppenheimer, Nathan, and Vandyk 7th July	Acknowledges receipt of No. 50 ... 40
53 Mr. G. Stuart King (Treasury Solicitor's Office) to Mr. H. G. Bushe (Colonial Office) ... 27th September	Requests efforts may be made to obtain the original of a document dated 6th January, 1929, regarding the grant of the Concession signed by the Amir and members of his Council which is required for production in Court ... 40
54 To Officer Administering the Government, Palestine. Confidential (4) 11th October	Requests that the original document signed by the Amir of Trans-Jordan and his Ministers on 6th January, 1929, together with a copy of the Concession which was attached to it, if available, may be furnished. Asks to be informed whether the document is signed by the Amir in the form usual in such cases ... 40
55 Mr. G. Stuart King (Treasury Solicitor's Office) to Mr. H. G. Bushe (Colonial Office) ... 20th October	Forwards copy of letter from Major Nathan asking for the help of the British Embassy at Angora in connexion with certain inquiries he is making of the Turkish authorities ... 41
56 Mr. H. F. Downie (Colonial Office) to Mr. A. K. Helm Foreign Office) 23rd October	Transmits copy of No. 55 and asks whether anything can be done to assist the Company's Solicitors to procure the information desired ... 42
57 Mr. H. G. Bushe (Colonial Office) to Mr. G. Stuart King (Treasury Solicitor's Office) ... 23rd October	States, reference No. 55, that inquiry is being made of the Foreign Office whether anything can be done to help the Solicitors of Palestine Potash Limited in the matter ... 42
58 Foreign Office to British Embassy at Angora 1st November (Rec. 4th November)	Forwards copy of the letter enclosed in No. 55 and requests that any assistance desired may be given in so far as local circumstances permit ... 42
59 High Commissioner for Trans-Jordan. Confidential "A" ... 25th November (Rec. 4th December)	In reply to No. 54, transmits the original document signed by the Amir of Trans-Jordan and his Ministers on 6th January, 1929, together with a copy of the Concession to which the document was attached and states that the document signed by the Amir was in the form usual on such occasions ... 43
60 Mr. A. K. Helm (Foreign Office) to Mr. H. F. Downie (Colonial Office) 5th December	In reply to No. 56, transmits copy of letter received from the British Embassy at Angora, showing steps taken to co-operate with the Company's local representative ... 43

CORRESPONDENCE

[1930—1933]

relating to

Dead Sea Salts Concession: French Claim.

C. 77117/30 [No. 53].

No. 1.

FOREIGN OFFICE to COLONIAL OFFICE.

SIR,

Foreign Office, S.W.1, 27th September, 1930.

In reply to your letter of the 8th July last,* regarding the claim of Lieutenant Abraham Fahim al Khalidi against the French authorities in respect of losses suffered in the course of the disturbances in Syria, I am directed by Mr. Secretary Henderson to state that this claim has been presented to the French Government, who have repeatedly been pressed by His Majesty's Ambassador in Paris to agree to an early and equitable settlement of all claims of this nature put forward by British subjects and British protected persons.

2. As Lord Passfield is aware (see Foreign Office letter of the 23rd May, 1929†), His Majesty's Ambassador in Paris, under instructions from Sir Austen Chamberlain, formally requested the French Government, on 4th May, 1929, to agree to the reference of all these claims to arbitration in accordance with Articles 1 and 2 of the Anglo-French Arbitration Treaty of 14th October, 1903. No reply having been received to this request, His Majesty's Government eventually made their acceptance of arbitration in the question of the French claim to the Dead Sea Salts Concession conditional, *inter alia*, upon the French Government accepting arbitration for the British claims arising out of the disturbances in Syria (see Foreign Office letter of the 15th July, 1930‡). The French Government have now returned on this point an unsatisfactory reply, which will form the subject of separate discussion with your Department. Meanwhile, Mr. Henderson proposes to continue to press for the reference of the claims arising out of the Syrian disturbances to arbitration.

I am, &c.,
G. W. RENDEL.

C. 77117/30 [No. 57].

No. 2.

FOREIGN OFFICE to COLONIAL OFFICE.

[Answered by No. 4.]

(Confidential.)

SIR,

Foreign Office, S.W.1, 24th December, 1930.

WITH reference to Foreign Office letter of 29th October,§ regarding the proposed arbitration with the French Government in respect of the claim of a French group to a Concession for the extraction of salts from the Dead Sea, I am directed by Mr. Secretary Henderson to inform you that Lord Lytton, who is interested in Palestine Potash, Limited, the Company at present holding the Concession, called at the Foreign Office on 17th December. A copy of a minute recording the interview with Lord Lytton is enclosed herein for Lord Passfield's information.

2. The Secretary of State will be glad to learn Lord Passfield's views as regards the expediency of placing a time limit upon the offer which His Majesty's Government have made to the French Government to arbitrate this question.

* C. 79141/30 [No. 2]: not printed.
† C. 79141/30 [No. 41]: not printed.

‡ 69115/29 [No. 4]: not printed.
§ No. 90 in Middle East No. 35.

Serial No., From or to Whom, Despatch No., &c., and Date.	Subject and Page No.
1933	
61 Mr. H. G. Bushe (Colonial Office) to Mr. G. Stuart King (Treasury Solicitor's Office) 11th December	Transmits document received in No. 59 together with a copy of No. 60 44
62 Mr. H. F. Downie (Colonial Office) to Mr. A. K. Helm Foreign Office 11th December	Acknowledges No. 60 44
63 Mr. G. Stuart King (Treasury Solicitor's Office) to Mr. H. G. Bushe (Colonial Office) ... 12th December	Acknowledges receipt of No. 61 transmitting required documents 44
64 Major H. L. Nathan to Mr. H. G. Bushe (Colonial Office) ... 16th December	States he is anxious to consult Foreign Office and Colonial Office on points which arise out of Counsel's Opinion on evidence especially those which may have to be investigated during his impending visit to Turkey, Palestine, and Trans-Jordan. Suggests that early conference be held between parties enumerated ... 45
65 Mr. O. G. R. Williams (Colonial Office) to Mr. W. E. Beckett (Foreign Office) ... 18th December	Transmits copy of a draft Opinion of Counsel for the Company 46
66 Major H. L. Nathan to Mr. H. G. Bushe (Colonial Office) ... 22nd December	States has had consultation with Maître Salem who has brought to notice important information with regard to the 1915 annulment of the Turkish Concession. Comments as to the issue in 1925 of a certificate by the Turkish authorities who had then no jurisdiction in Palestine, and submits proposal for obtaining information from Turkish Government regarding the basis on which the certificate was issued 46
67 Mr. O. G. R. Williams (Colonial Office) to Mr. W. E. Beckett (Foreign Office) ... 27th December	States that proposals contained in No. 66 would seem to be reasonable, but of opinion that it would be preferable for the Turkish Government to be approached in the matter by the Foreign Office on the request of the Colonial Office. If agreed asks that matter may be put in train, and what information should be conveyed to Major Nathan 48
68 Mr. O. G. R. Williams (Colonial Office) to Major H. L. Nathan 27th December	States that the suggestion contained in No. 66 has been taken up with the Foreign Office, and promises further communication 49

As at present advised, the Secretary of State is disposed to consider that His Majesty's Government would be justified in requesting the French Government to signify within a defined time their acceptance or rejection of the present offer of arbitration.

I am, &c.,
C. W. BAXTER.

Enclosure in No. 2.

DEAD SEA SALTS CONCESSION.

Lord Lytton and Mr. van Friesland, Managing Director of Palestine Potash, Limited, called on 17th December, by appointment, and were seen by Mr. Rendel. Mr. Beckett and Mr. Dixon were also present.

2. Lord Lytton began by inquiring about the present position with regard to the French. His own information was that the French Government had already replied to our latest note, and that the decision to arbitrate the question has already been taken. Lord Lytton was told that no reply had yet been received from the French. Lord Lytton went on to explain the anxiety felt by his Company at the prospect of arbitral proceedings between the French and British Governments. It was not the fact that the Company thought that in an arbitration the case of His Majesty's Government was weak on its merits. Quite the contrary. But the Company did think that on the preliminary point of the right of France to make a claim our case was weak (see paragraph 5 below). During the delay, moreover, until the arbitration was finally decided or definitely out of the way, the Company were embarrassed in raising money; and further, in the event of the French claim being upheld in the long run, when the Company had worked profitably for a number of years, their damages would be heavier than they would be if the decision was given earlier.

3. Lord Lytton then said that he had come by information which he thought might be of interest to His Majesty's Government. He had been informed that the French group, who are at present claiming the Concession, are, in fact, a mask for the German Potash Monopoly, and considered that this fact might lead us to stiffen our attitude to the French. It was explained to Lord Lytton that there was no question of any particular attitude towards the French over this question. Except that, on conditions, we had agreed to submit to the Permanent Court of International Justice the dispute, which we thought was not covered by our acceptance of the Optional Clause, we had been particularly careful not to concede to the French anything but their bare rights under International Law. In particular, we had made it clear that we disputed the French right to take up this case at all, in view of the fact that we alleged that the French nationals were not at the material time interested in the Concession, and had only acquired rights, if any, after the repudiation of the Concession by His Majesty's Government. Therefore, the only relevancy of the information which Lord Lytton had just imparted, was, in so far as it could be used to prove that the French Government in fact have no competence to take up the claim, on the ground that even now there were no French interests in it. Mr. van Friesland then made it clear that his information did not go as far as this. The interests involved were Alsatian, but they were connected with the German Potash Company. The leading Frenchman in the case was called (?) Quiner, an Alsatian.

4. Lord Lytton went on to say that his Company had been approached by a certain M. Rousseau, who claimed to have been the intermediary between the original Turkish concessionaires and the (Maitland Edwards) British group, who had subsequently transferred their rights to the French group, and who was still in possession of the Power of Attorney from the original Turkish concessionaires, under which the transfer to the British group had taken place. This gentleman alleged that he had not received a "square deal" from the Maitland Edwards group, or the French group, and was therefore willing, if it were made worth his while, to take certain action which he (M. Rousseau) thought would have the result of putting the present French claim out of court, namely, to claim that the property had never passed from the Turkish concessionaires. Lord Lytton explained that his lawyers had not examined the soundness of M. Rousseau's contention on this point. He rather doubted its soundness, but wished to know whether we considered that, having regard to the chances of arbitration with the French, it was worth the while of the Company to "do a

deal" with M. Rousseau. Lord Lytton was told that this was not a matter on which advice could be given to him, but was informed, for his confidential information, that it seemed unlikely that the French Government would accept all the conditions we had stipulated. It was, of course, impossible for His Majesty's Government to give Lord Lytton any specific assurance, such as he desired, that the Company were in no danger from this point of view.

5. Lord Lytton then revealed the fact that, according to information brought by Mr. van Friesland from Paris, the French Government were going to take the point that the injury they complained of was the granting to Palestine Potash Limited of a Concession on 1st January, 1930, a date subsequent to the acquisition of the Concession by French interests, and to rely on this as establishing the right of France to take up the case, and to get over the preliminary objection. Mr. van Friesland even suggested that the French Government might, while refusing the conditions on which we insisted if the matter was to be submitted to the Court by agreement, endeavour to take us to The Hague by application under the Optional Clause, 1st January, 1930, being subsequent to our signature of that Clause. There ensued some discussion on this point, in which the fact that the French Ambassador's representations and demands for arbitration had all been prior to 1st January, 1930, was mentioned. We said, however, that we would consider this point.

6. Mr. van Friesland then said (though he did not give any reasons for this view) that he thought that the French would not go to the Permanent Court of International Justice by unilateral application, and he and Lord Lytton then intimated that what the Company wanted was to get the possibility of arbitration out of the way quickly. Could we place a time limit on our offer to the French, and say that if it was not accepted within a period it would be withdrawn? Lord Lytton then said that he wanted his lawyers to be able to discuss these questions with the Foreign Office Legal Advisers and to give to us any information which they thought would be useful. They were told (1) that we should always be glad to receive information; and (2) that if there were further discussions we thought the Colonial Office should also be given a chance to be represented.

18th December, 1930.

P. J. DIXON.

C. 77117/30 [No. 59].

No. 3.

PALESTINE POTASH, LIMITED, to FOREIGN OFFICE.

(Copy received in Colonial Office 1st January, 1931.)

[Answered by No. 6.]

SIR,

62, Pall Mall, London, S.W.1, 20th December, 1930.

I HAVE the honour to refer to the interview which Lord Lytton (Chairman of Palestine Potash, Limited) together with myself (General Manager of that Company) had with Mr. Rendel and the Legal Advisers of the Department on the 17th instant, when we told them of certain *pourparlers* which had taken place in Paris from which certain information emerged.

(a) It appears that one of the chief financial figures behind the French Group is a certain Mr. Quiner, of Colmar, in Alsace-Lorraine. Our investigations have disclosed that this Mr. Quiner is a member of the firm Gebrüder Quiner in Colmar, Alsace-Lorraine.

(b) The construction which the French put on their claim is that Great Britain committed a wrongful act by granting (on the 1st January, 1930) the British Concession for the Dead Sea to Palestine Potash, Limited, while the French Group were the owners of an alleged pre-war Turkish Concession.

With reference to the second point, we placed before the Department the view that since the wrongful act was alleged to have been committed on the 1st January, 1930, the French Government would be entitled to have recourse to the Permanent Court of International Justice at The Hague under the Optional Clause, if it so desired, and that under these circumstances there seemed to be no reason why the British Government should continue negotiations with regard to voluntary arbitration on the question of the *locus standi* of the French Government and the competence question in general, since these questions could well be

4

argued, if desired, before the Court of The Hague. We are of the opinion that the French Government would hesitate to submit the case to the Hague Tribunal, and that in any case the procedure before the Permanent Court, with the publicity involved, offers safeguards absent from arbitration proceedings.

Any arbitration proceedings in general and the possibility of losing the case on the formal issue (after the main issue has been excluded) is bound to have a damaging effect upon the Company, especially in regard to the financial support it will need for the extension of its work. Any such arbitration proceedings would also have a most harmful political effect in Palestine, as well as strengthen the hands of the jealous competitors of the Palestine Potash, Limited, viz., the Société des Potasses d'Alsace-Lorraine combined with the German Kali Syndicate.

As the negotiations with the French Government have been started and are being continued on the assumption that the French Government would have no recourse to a judicial tribunal, unless the British Government would agree to voluntary arbitration, it is respectfully and urgently submitted that these negotiations, which have apparently been temporarily suspended, be now discontinued and any proposals for submission to voluntary arbitration be now withdrawn and that the French Government be informed that they have, if they so desire, recourse to The Hague Tribunal.

I am confident that in considering these observations, regard will be had by the Department to the vital interests of Palestine Potash, Limited, in this whole matter.

I have, &c.,
S. A. VAN FRIESLAND.

C. 77117/30 [No. 58].

No. 4.

COLONIAL OFFICE to FOREIGN OFFICE.

(Confidential.)

SIR, Downing Street, 8th January, 1931.

I AM directed by Lord Passfield to acknowledge the receipt of your letter of the 24th December,* enclosing a copy of a minute recording an interview with Lord Lytton, Chairman of Palestine Potash, Limited, regarding the proposed arbitration with the French Government in respect of the claim of a French group to a Concession for the extraction of salts from the Dead Sea.

2. I am to request you to inform Mr. Secretary Henderson that Lord Passfield favours the imposition of a reasonable time limit within which the French Government should be required to signify their acceptance or rejection of the offer of arbitration made by His Majesty's Government.

I am, &c.,
O. G. R. WILLIAMS.

C. 87117/31 [No. 3].

No. 5.

FOREIGN OFFICE to THE FRENCH AMBASSADOR.

(Copy received in the Colonial Office 17th February, 1931.)

[Answered by No. 8.]

YOUR EXCELLENCY, Foreign Office, S.W.1, 12th February, 1931.

IN my note of 28th October last,† I had the honour to explain to you the reasons for which His Majesty's Government found it impossible to abandon any of the four conditions set forth in my note of 15th July‡ to which they had felt obliged to subject their consent to the reference to judicial decision of the claim of a French group in respect of an alleged concession for the extraction of salts from the Dead Sea. I further explained that it was not possible for His Majesty's Government to accept the proposal of the French Government that this claim should be referred for arbitration to a tribunal other than the Permanent Court of International Justice at The Hague.

* No. 2.

† No. 90 in Middle East No. 35.

‡ No. 86 in Middle East No. 35.

5

2. I have received no reply to my note of 28th October, and Your Excellency will, I feel sure, appreciate the fact that His Majesty's Government are unable to hold open for an indefinite period their offer to accept a reference of the claim to the Permanent Court of International Justice. In these circumstances I shall be grateful if you will explain to the French Government that if they cannot see their way to accept the proposals put forward in my note of 15th July before the 1st May the offer of His Majesty's Government to refer the claim to the Permanent Court of International Justice will have to be regarded as having lapsed, and that His Majesty's Government will then be unable to agree to the reference of this claim to any form of international decision.

I have, &c.
(for the Secretary of State),
G. W. RENDEL.

C. 87117/31 [No. 5].

No. 6.

MR. G. W. RENDEL (FOREIGN OFFICE)

to

MR. S. A. VAN FRIESLAND (PALESTINE POTASH LIMITED).

(Copy received in Colonial Office 25th February, 1931.)

(Confidential.)

DEAR MR. VAN FRIESLAND, Foreign Office, S.W.1, 23rd February, 1931.

I HAVE deferred replying to your official letter of 20th December last,* regarding the French claim to the Dead Sea Salts Concession, as various points were still under consideration, and it was desirable that they should be cleared up before the matter was carried any further.

In paragraph 4 of your letter you refer to the view, which you expressed in your conversation here on 17th December, that the French Government might be entitled to take the case to The Hague Court by unilateral application under the Optional Clause on the ground that the alleged injury to French interests was committed by the grant of the concession to Palestine Potash Limited on 1st January, 1930. We have considered this suggestion, but we are advised that, for the reasons set forth below, the French Government would probably not be entitled to take this action.

The French Government, as you may be aware, have not yet deposited their ratification of the Optional Clause, and it is clear that they could not take the action contemplated until their ratification had been deposited. On the assumption, however, that the French Government should deposit their ratification in the near future, the question arises whether they could then bring this case before the Permanent Court by unilateral application on the ground that this was a difference covered by His Majesty's Government's engagements under the Optional Clause. It is clear that for this purpose the French Government would have to rely upon the contention that the grant of the concession to Palestine Potash Limited on 1st January, 1930, constituted an injury to French interests of which they could legitimately complain. Assuming, for the sake of argument, that this contention were sound, the question then arises whether, even so, the case could be brought against His Majesty's Government under the Optional Clause, in view of the reservations which His Majesty's Government attached to their signature. By one of these reservations His Majesty's Government have accepted obligatory jurisdiction in respect only of "disputes arising after the ratification of the present Declaration with regard to situations or facts subsequent to the said ratification." It follows that His Majesty's Government are only bound to submit to the Court disputes arising subsequent to their ratification with regard to situations or facts subsequent to the ratification. The ratification of His Majesty's Government was deposited on 5th February, 1930. It seems clear, therefore, that even if the French Government could rely on the grant of the concession to Palestine Potash Limited on 1st January, 1930, as the injury of which they complain, the case is still not covered, because the date on which the alleged injury took place is prior to the date of the ratification of the Optional Clause by His Majesty's Government.

Yours, &c.,
G. W. RENDEL.

* No. 3.

C. 87117/31 [No. 7A].

No. 7.

LORD LYTTON (PALESTINE POTASH LIMITED)

to

MR. G. W. RENDEL (FOREIGN OFFICE.)

(Copy received in Colonial Office 23rd April, 1931.)

[Answered by No. 9.]

DEAR MR. RENDEL, Knebworth House, Knebworth, 17th April, 1931.

THE Board of Palestine Potash, Limited, have asked me to prepare a statement on the French claim, in case we are questioned about it at our Annual Meeting next Tuesday. They also think it desirable that even if nothing is said about this at the Annual Meeting, we should before long publish a statement on this question, in order that any anxiety regarding the French claim may not prejudice a further issue of capital when this becomes necessary.

I enclose for your information a copy of the statement which I have drafted, and also a copy of the opinion which we have obtained from Sir John Simon on this matter.

I should be grateful if you would return these with any comments you may wish to make before Tuesday next, and let me know if you would like me to come and discuss the matter with you at a personal interview. I should be glad to know, if possible, what is the present position regarding probable international arbitration on this question.

Believe me, &c.,
LYTTON.

Enclosure 1 in No. 7.

STATEMENT.

At the time of the formation of the Company, the Board was informed of the existence of a claim by a certain French group to the possession of a pre-war concession from the Turkish Government to extract salts from the Dead Sea, and they were informed at the same time that the Government did not consider that this claim could have any validity at the present time. Since that time, and owing to the publicity which has been accorded to this claim, the Board has taken steps to satisfy themselves that this French claim based on the Turkish concession has no validity.

We have taken the highest legal opinion, which confirms our own belief that any concession in Palestine made by the Turkish Government to Ottoman subjects before the war would not survive the surrender of Turkish sovereignty in that country at the end of the war; and that the assignment of the Concessionaires' rights to other parties who might be nationals of one of the Allied Powers would not bring the Concession within the saving clauses of Protocol XII of the Treaty of Lausanne.

Enclosure 2 in No. 7.

PALESTINE POTASH LIMITED

JOINT OPINION.

We are asked to advise the Palestine Potash Limited, in view of the Concession dated 1st January, 1930, which it holds from the Governments of Palestine and Trans-Jordan, as to the present validity of the earlier Concession in respect of the same area which appears to have been granted by the former Turkish Government to three Ottoman subjects in 1913 and which is alleged to have passed, by some devolution of title which is not clearly established, to a French group.

It is convenient first to state what we understand to be the rule of International Law applicable in such cases. Of course, the abstract rule is, in practice, modified by Treaty arrangements such as the Treaty of Lausanne in the present instance. But the first thing is to consider how matters would stand if the Treaty of Peace contained no special provisions touching the subject matter. Apart from special stipulations the rule of International Law is, that Concessions granted by State "A" in respect of lands in an area to a Concessionaire and still inchoate or at any rate not exhausted when war breaks out, do not in the event of the conquest of State "A" in respect of

the area in question and the surrender of its sovereignty survive so as to bind the successor State. (See *Cook v. Sprigg*. 1899 A.C. page 572; and *West Rand Central Gold Mining Co. v. The King*. 1905. 2. K.B. page 391. The question was much discussed at the end of the Boer War and references to it will be found in Parliamentary Papers (1901) Cmd. 623. It is true that the exclusion of Turkey from Palestine and the setting up of the Palestinian Mandate is not the simple case of conquest of one power followed by annexation of its territory by another. But we think it is clear that the sovereignty of Turkey over Palestine has, as the result of recent events, been excluded in the relevant sense and that, applying the principle we have above set out, a pre-war grant by the Turkish Government of a current Concession in Palestine would not, in the absence of special Treaty provisions, survive.

The next question is whether the Treaty of Lausanne has modified the application of this general principle, and if so, in what respects. Reference must be made to Protocol XII which relates to "Certain Concessions Granted in the Ottoman Empire" and especially to Articles 1 and 9 of that Protocol. In this connexion it is to be observed that Article 73 of the main Treaty which deals with contracts and provides expressly for keeping certain classes of contracts in force, ends with the express provision that the Article does not apply to Concessionary Contracts. Turning to Protocol XII the effect of Article 1 is to maintain in force Concessionary Contracts and subsequent agreement relating thereto entered into before Turkey came into the War, between the Ottoman Government and nationals (including companies) of the contracting powers *other than Turkey*. The Turkish Government's Concession of 1913 does not come within this description and therefore would not be saved by it. We will discuss later on whether the suggested assignment of the Concessionaire's rights to Edwards which is said to have taken place in April, 1923, shortly before the Lausanne Treaty, can have the effect of keeping alive the Concession in favour of Edwards or his assignees.

It will be observed that Article 1 of the Protocol is not at all limited to Palestine or the other areas from which Turkey withdraws. It would apply, for example, to a Concession in Constantinople or Angora granted before the War to non-Turkish but allied nationals.

Article 9 of the Protocol, on the other hand, applies only to territories detached from Turkey under the Treaty of Peace, *e.g.*, to Palestine. Incidentally we may observe that the language of Article 9 makes it plain that Turkish sovereignty is ended in the sense that a different international authority becomes its "successor." We need not pause to consider whether in the case of Palestine this authority is the whole body of Allied Powers who made the Treaty with Turkey or whether for some purposes the application of the Mandate placed either Great Britain or the Government of Palestine in that position. Article 9 provides that in respect of the detached territories the rights and obligations of Turkey towards the nationals of the other contracting powers (including companies of predominantly non-Turkish composition) who are beneficiaries under Concessionary Contracts entered into before 29th October, 1914, with the Ottoman Government are to survive by being treated as the rights and obligations of the new Sovereign. Here again the express provisions of the Article does not save the existence of the pre-war Turkish Concession of 1913. The only way in which a contrary view could be advanced would be by saying that Edwards, as a British national, was a "beneficiary under the Concessionary Contract" and retains for himself and his assignees all the rights granted by the Concession so that the position is the same as though the Ottoman Government had originally granted the Concession to Edwards. We now proceed to examine the validity of this contention.

In our opinion any such contention would be invalid, and for the same reason the suggested contention under Article 1 of the Protocol that the Ottoman Concession must be regarded as one between the Ottoman Government and the non-Turkish national should fail. It is to be observed in the first place that the Concession, looked at by itself, is quite plainly a Concession to Ottoman nationals and to nobody else. The language of the Concession does not in the least support the view that the Ottoman Government was conferring a Concession upon individuals who may substitute for themselves any person or body of any nationality that they please. We cannot, of course, claim to have any knowledge of Ottoman Law but it would appear not unlikely that Ottoman Law would not encourage the granting of long-term concessions over public lands inside Ottoman territory to non-Ottoman nationals. At any rate it appears to be almost unthinkable that the grant made by the Ottoman Government should be one which left it entirely at the discretion of the Ottoman grantees to dispose of the favour as they like to anyone in any part of the world. The terms of the copy of the Ottoman Concession which is before us very strongly indicate the

contrary. The obligations imposed by the Concession are throughout imposed on the actual Concessionaires and it seems to us impossible to suppose that the Concessionaires could, at will, substitute for themselves other persons, possibly foreigners and persons of no substance, in respect of these obligations, *e.g.*, to pay taxes and make payments.

Paragraph 18 of the copy Concession gives an express authority to the Concessionaires to form an Ottoman Limited Liability Company for the extraction and exploitation of salts, though even this does not, in terms, say that the company may, at the will of the Concessionaire, be substituted for *all* purposes.

Paragraph 19 gives a prior right to apply for renewal to the "present Concessionaires or their assignees" but we think that the reference to assignees in this paragraph cannot be understood to imply that the Concessionaires may transfer their rights and obligations without anybody's leave to whom they please.

It follows that in our opinion the Ottoman Government's Concession of 1913 is a Concession in favour of the three Ottoman subjects named and cannot ensure for the benefit of non-Ottoman subjects merely by assignment from the former to the latter. Any such assignment would merely operate as between assignor and assignee without releasing the original Concessionaires and it follows that the Concession from first to last is a Concessionary Contract between the Ottoman Government and Ottoman nationals, and not under Article 1 "Between the Ottoman Government . . . and Nationals of the Contracting Powers other than Turkey." It is only concessions of this latter sort which are saved from extinction by Article 1 of the Protocol and a similar course of reasoning establishes that under Article 9 there is no "obligation of Turkey towards nationals of other contracting powers" constituted by the Concession.

(Signed) JOHN SIMON.
ERLEIGH.
FRANK MILTON.

Temple, E.C.
2nd April, 1931.

C. 87117/31 [No. 8A].

No. 8.

THE FRENCH AMBASSADOR to FOREIGN OFFICE.

(Copy received in Colonial Office, 23rd April, 1931.)

[Answered by No. 10.]

En se référant à la lettre que Son Excellence le Principal Secrétaire d'Etat de Sa Majesté britannique aux Affaires Etrangères a bien voulu lui adresser à la date du 12 février 1931,* M. de Fleuriau a l'honneur de faire parvenir ci-jointe à M. Arthur Henderson une note relative à la concession des sels de potasse de la Mer Morte, que M. Briand l'a prié de transmettre au Gouvernement de Sa Majesté britannique. Il saisit cette occasion pour Lui renouveler les assurances de sa haute considération.

Ambassade de France,
Albert Gate House,
à Londres,
12 avril 1931.

Enclosure in No. 8.

NOTE.

27 mars 1931.

Un examen attentif de la communication que Votre Excellence a bien voulu me faire tenir, le 28 octobre 1930, au sujet de la concession des sels de la Mer Morte, et d'une nouvelle communication en date du 12 février 1931, n'a pas permis au Gouvernement française de relever la moindre disposition du Gouvernement de Sa Majesté d'entrer dans les vues exposées par la note française du 4 septembre.

D'une part, le Gouvernement de Sa Majesté britannique maintient intégralement les quatre conditions auxquelles il avait subordonné l'acceptation d'un arbitrage par sa note du 15 juillet et il ajoute, pour les justifier, certains arguments de droit et de

* No. 5.

fait : d'autre part, il écarte la suggestion qu'avait présentée le Gouvernement français en vue d'une forme d'arbitrage permettant, à son avis, d'éviter les divergences qui ont surgi quant aux modalités de la procédure à suivre.

Le Gouvernement de Sa Majesté britannique n'a pas entrepris de faire connaître, d'une manière détaillée ses vues sur la forme d'arbitrage que lui a proposée en dernier lieu le Gouvernement français. Il a cependant, au No. 16 de sa note, déclaré tenir pour une *pétition de principe* la formule de la proposition française visant une indemnité de dépossession au profit du groupe français. Le Gouvernement français estime que cette critique repose sur un malentendu, car il n'a pas voulu dire et la formule proposée ne signifie pas, contrairement à ce que paraît croire le Gouvernement britannique, qu'une indemnité serait due au groupe française, même dans le cas où la concession originelle serait déclarée sans valeur pas l'arbitre.

De même que le Gouvernement de Sa Majesté britannique n'a pas cru devoir exprimer en détail son opinion sur la proposition française, de même le Gouvernement française ne croit pas devoir discuter en détail les arguments de droit et de fait développés dans la note du 28 octobre. Il se bornera à observer que les considérations qui y sont énoncées et qui sont empruntées à des décisions rendues par la Cour Permanente de Justice Internationale ont une toute autre valeur quand il s'agit pour la Cour, saisie d'un litige, de prononcer sur sa propre compétence et quand il s'agit pour deux Gouvernements de s'entendre, en vue de déterminer quelle est la forme d'arbitrage la mieux appropriée pour le règlement d'un différend. Pour le surplus et en faisant toutes réserves à l'égard des arguments présentes par le Gouvernement britannique, le Gouvernement français ne croit pas utile d'en discuter la valeur, sa position à l'égard des conditions auxquelles ils se réfèrent ayant été préalablement définie d'une manière positive.

Le Gouvernement français serait dans la nécessité de constater que la divergence qui sépare les points de vue des deux Gouvernements rend impossible un règlement satisfaisant de cette affaire s'il n'avait trouvé au Paragraphe XVI, de la note du 28 octobre, cette importante indication que le Gouvernement britannique conteste la validité de la concession originelle et déclare par conséquent que le groupe français n'a pu acquérir quelque droit que ce soit du groupe britannique. Le Gouvernement français estime—et il pense que le Gouvernement britannique sera de même opinion—, que ce point domine toute la controverse : si la validité de la concession originelle était déniée par une décision faisant autorité, la réclamation française n'aurait plus d'objet : si cette validité était reconnue, le Gouvernement français ne doute pas que le Gouvernement de Sa Majesté britannique donne rait effet aux droits qui en découlent. Comme, d'autre part, il ne paraît y avoir aucun juge compétent en Angleterre pour connaître de ce point, le Gouvernement français suggère qu'il soit déféré à un tribunal devant lequel les réclamants français seraient admis à faire valoir leurs arguments. Cet arbitrage devant avoir une portée nettement définie et limitée, le Gouvernement français veut espérer que le Gouvernement britannique n'y ferait pas les mêmes objections qu'à la procédure précédemment envisagée.

En formulant cette suggestion, le Gouvernement français a d'autant plus de raisons de croire qu'elle devrait rencontrer l'agrément du Gouvernement britannique que, par une lettre du Principal Secrétaire d'Etat pour les Affaires Etrangères, à l'Ambassadeur de France à Londres, en date du 12 novembre 1930, au sujet de la réclamation de la Régie générale des Tabacs en Turquie, le Gouvernement de Sa Majesté britannique, après avoir constaté l'échec des négociations entre les Parties, a proposé de soumettre le différend à une procédure arbitrale.

C. 87117/31 [No. 7B].

No. 9.

MR. G. W. RENDEL (FOREIGN OFFICE)

to

LORD LYTTON (PALESTINE POTASH LIMITED.)

(Copy received in Colonial Office 23rd April, 1931.)

[Answered by No. 11.]

DEAR LORD LYTTON,

Foreign Office, S.W.1, 20th April, 1931.

I AM much obliged for your letter of 17th April* and wish to thank you for letting me see the statement which you have drafted and the legal opinion by Sir John

* No. 7.

Simon and others. I am returning these documents at once herewith. In the short time available I would prefer to offer no comments on them.

The present position as regards arbitration is that we informed the French Government some little time ago that our offer of arbitration would be withdrawn unless accepted by them before 1st May, on the conditions put forward by us. So far they have not accepted those conditions. This information I must, of course, ask you to regard as confidential for the present.

In the circumstances I do not think I need trouble you at present to come and discuss the matter.

Yours, &c.,
G. W. RENDEL.

C. 87117/31 [No 8B].

No. 10. ✓

FOREIGN OFFICE to THE FRENCH AMBASSADOR.

(Copy received in Colonial Office, 23rd April, 1931.)

YOUR EXCELLENCY, Foreign Office, S.W.1, 22nd April, 1931.

UNDER cover of a memorandum dated 12th April,* Your Excellency was so good as to communicate to me the reply of the French Government to my notes of 28th October, 1930,† and 12th February last,‡ regarding the claim of a French group in respect of an alleged concession for the extraction of salts from the Dead Sea.

2. The claim is one which His Majesty's Government have refuted in the past and which they are not under any legal obligation to submit to arbitration. But in the desire for conciliation which animates them in all their relations with the French Government, they eventually declared themselves ready to agree to refer the question to the arbitration of the Permanent Court of International Justice at The Hague, subject to the four conditions which were enumerated in my note of 15th July, 1930.§

3. These conditions the French Government were reluctant to accept, and accordingly, in my note of 28th October, 1930, a full and careful exposition was given of the reasons why His Majesty's Government felt obliged to maintain them, and why, also, they could only contemplate reference of the question to the Permanent Court of International Justice at The Hague and could not agree to direct litigation with the private French interests concerned before some other tribunal.

4. His Majesty's Government cannot but feel some surprise that, in the note enclosed in Your Excellency's memorandum under reply, the French Government should virtually ignore this full explanation, and should put forward a fresh proposal which is clearly incompatible with it, namely, that the question of the validity of the original concession should be referred to an unspecified tribunal before which the French claimants, and not the French Government, would appear as parties to the dispute.

5. Nor can His Majesty's Government conceal their disappointment that the French Government's note should be entirely silent on the subject of the settlement of the British claims arising out of the disturbances in Syria in 1925 and 1926. The history of the attempts to settle these claims was described at length in the latter part of my note of 28th October, 1930; and it was the earnest hope of His Majesty's Government that the French Government would in consequence give the matter their serious consideration, and would be able either to put forward some acceptable offer of settlement or to agree to arbitration without further delay.

6. In short, His Majesty's Government regret that they are unable to find in the note under reply anything to cause them to depart from the attitude taken up in my notes of 15th July and 28th October, 1930. They are still prepared to refer the French claim to the arbitration of the Permanent Court of International Justice under the conditions enumerated in the earlier of those notes; but, unless the French Government are able to indicate before 1st May, their acceptance of those conditions, His Majesty's Government regret that, as indicated in my note of 12th February they will

* No. 8.

† No. 5.

‡ No. 90 in Middle East No. 35.

§ No. 86 in Middle East No. 35.

have no alternative but to regard their offer as having lapsed, and will thereafter be unable to agree to the reference of this claim to any form of international decision, or in fact to give it further consideration.

I have, &c.
(for the Secretary of State),
G. W. RENDEL.

C. 87117/31 [No. 10A].

No. 11.

LORD LYTTON (PALESTINE POTASH LIMITED)

to

MR. G. W. RENDEL (FOREIGN OFFICE).

(Copy received in Colonial Office, 11th May, 1931.)

[Answered by No. 12.]

DEAR MR. RENDEL, Knebworth House, Knebworth, 5th May, 1931.

In your last letter* you told me that the Government had fixed the 1st May as the time-limit for the acceptance of their conditions of arbitration with the French Government over the Dead Sea claim. Now that that date has passed, I should be grateful if you would let me know whether the terms have been accepted by the French Government, or whether alternatively the conditions have been withdrawn.

I am, &c.,
LYTTON.

C. 87117/31 [No. 10B].

No. 12.

MR. G. W. RENDEL (FOREIGN OFFICE)

to

LORD LYTTON (PALESTINE POTASH LIMITED).

(Copy received in Colonial Office 11th May, 1931.)

DEAR LORD LYTTON, Foreign Office, S.W.1, 8th May, 1931.

In reply to your letter of 5th May,† on the subject of the French claim to the Dead Sea Salts Concession, I write to let you know that, in answer to a further note from the French Government, the French Ambassador was informed on 22nd April‡ that His Majesty's Government were unable to depart from their previous attitude, and His Excellency was reminded that His Majesty's Government would have no alternative but to regard their offer of arbitration as having lapsed unless the French Government were able, before 1st May, to indicate their acceptance of the conditions attached to it.

No reply has been received to this communication.

Yours, &c.,
G. W. RENDEL.

* No. 9.

† No. 11.

‡ No. 10.

C. 87117/31 [No. 13A].

No. 13.

LORD LYTTON (PALESTINE POTASH LIMITED)

to

MR. G. W. RENDEL (FOREIGN OFFICE).

(Copy received in Colonial Office 10th June, 1931.)

[Answered by No. 14.]

DEAR MR. RENDEL,

Knebworth House, Knebworth, 27th May, 1931.

WITH reference to our previous correspondence, I should be glad to hear from you whether, now that the offer of the British Government to arbitrate has been definitely withdrawn, the French Government have the power to institute proceedings before The Hague Tribunal otherwise than by agreement with us.

Yours, &c.,
LYTTON.

C. 87117/31 [No. 13B].

No. 14.

MR. G. W. RENDEL (FOREIGN OFFICE)

to

LORD LYTTON (PALESTINE POTASH LIMITED).

(Copy received in Colonial Office, 10th June, 1931.)

DEAR LORD LYTTON,

Foreign Office, S.W.1, 8th June, 1931.

I DULY received your letter of 27th May* regarding the French claim in the matter of the Dead Sea Salts Concession.

In reply, I write to say that your inquiry seems to be covered by the letter which I wrote to Mr. Van Friesland on 23rd February,† and of which I enclose a copy herein for convenience of reference.

Yours, &c.,
G. W. RENDEL

C. 87117/31 [No. 14].

No. 15.

FOREIGN OFFICE to COLONIAL OFFICE.

[Answered by No. 16.]

SIR,

Foreign Office, S.W.1, 26th June, 1931.

WITH reference to the letter of 22nd April‡ from this Department, I am directed by Mr. Secretary Henderson to transmit to you the accompanying copy of a memorandum which the French Ambassador communicated on 17th June in reply to the note which Mr. Henderson addressed to His Excellency on 22nd April last,§ regarding the French claim in respect of an alleged concession for the extraction of salts from the Dead Sea.

2. Lord Passfield will observe that in paragraph 7 of the memorandum it is stated categorically that the French Government cannot admit any connexion between the Dead Sea Salts claim and the British claims arising out of the disturbances in Syria in 1925 and 1926. In view of this attitude Mr. Henderson thinks it unnecessary to consider in detail any of the subsidiary questions raised in the French Ambassador's memorandum, including the fresh suggestion which is put forward therein for a form of arbitration under The Hague Convention of 18th October, 1907. Although the French contention that there is no connexion between the two categories of claims may be literally correct, it is, in Mr. Henderson's opinion, unreasonable that the French Government should continue to press His Majesty's Government to agree to

* No. 13.

† No. 6

‡ C. 87117/31 [No. 8]: not printed.

§ No. 10.

the arbitration of the Dead Sea Salts claim while they on their side decline to accord similar treatment to claims in respect of which His Majesty's Government have long been pressing for arbitration.

3. Mr. Henderson proposes, subject to the concurrence of His Lordship, to reply to the French Ambassador in the terms of the enclosed draft note.*

4. A similar letter has been sent to the Treasury.

I am, &c.,

C. W. BUXTED.

Enclosure 1 in No. 15.

PAR Sa lettre du 22 avril dernier, Son Excellence le Secrétaire d'Etat pour les Affaires Etrangères avait bien voulu faire savoir à l'Ambassadeur de France que le Gouvernement britannique estimant n'être pas légalement dans l'obligation de soumettre à l'arbitrage les réclamations du groupe français intéressé à la concession accordée avant la guerre pour l'exploitation des gisements de sels de potasse de la Mer Morte, maintenait entièrement les conditions auxquelles il a antérieurement subordonné son consentement à porter ces réclamations devant la Cour Permanente de Justice Internationale; cette communication ajoutait que, si les conditions énumérées dans la note britannique, du 15 juillet 1930, n'étaient pas acceptées par le Gouvernement français avant le 1er mai, le Gouvernement britannique serait dans l'impossibilité de donner son accord à la soumission de cette affaire à une forme quelconque de décision internationale ou même de la prendre en considération.

Le Gouvernement français a éprouvé la plus grande surprise à apprendre que le Gouvernement britannique entendait mettre fin aussi sommairement à cette affaire. Des Français prétendent avoir des droits dans une concession dont la validité est contestée, et ils en sont évincés. Que leur prétention soit ou non fondée, ils ont à tout le moins droit à trouver un juge. Le Gouvernement français a le devoir de protéger ses nationaux. Il ne peut donc admettre qu'à la date du 1er mai, son droit d'intervention ait pris fin.

Le Gouvernement français n'avait pas manqué d'examiner avec le plus grand soin les explications contenues dans la note britannique du 12 février; n'y trouvant pas de motifs déterminants pour accepter les conditions énoncées par le Gouvernement britannique, il n'avait pas cru nécessaire d'entrer à ce sujet dans les détails d'une controverse juridique. Il avait cependant pris soin de dire, pour répondre aux considérations que la note britannique empruntait à des décisions de la Cour Permanente de Justice Internationale, que ces considérations ont une tout autre valeur pour une Cour statuant sur sa propre compétence que pour deux Gouvernements qui cherchent à s'entendre sur la forme d'arbitrage la mieux appropriée au règlement d'un différend.

Ses explications ayant été jugées trop brèves, le Gouvernement français ajoute que, de toutes les décisions de la Cour auxquelles la note britannique s'est référée, une seule, celle concernant les emprunts serbes, concerne une affaire qui ait été portée devant la Cour par voie de compromis: c'est également par voie de compromis que l'affaire des potasses de la Mer Morte pourrait être portée soit devant la Cour, soit devant un Tribunal spécial. Or, dans l'affaire des emprunts serbes, la Cour n'a pas eu à dire si tel acte de la Serbie était ou non contraire au droit international, mais uniquement à dire quel mode paiement était conforme aux engagements pris par la Serbie envers les porteurs. De même, aujourd'hui, il s'agit essentiellement de déterminer si le groupe français a bien les droits qu'il prétend avoir à l'exploitation des sels de la Mer Morte et s'il a été porté injustement atteinte à ces droits.

En conséquence, le Gouvernement français s'estime fondé à ne pas accepter des conditions qui enlèveraient au litige sa véritable physionomie et qui, en présentant au juge le litige dans des termes ne correspondant pas à la réalité, risqueraient d'entraîner ce juge vers une solution qui ne serait conforme ni à la justice ni à l'équité.

Le Gouvernement de la République, en présence des conditions posées par le Gouvernement britannique et qu'il jugeait ne pouvoir adopter, avait cherché une issue pratique en suggérant une autre forme d'arbitrage que celle qui avait été tout d'abord considérée. Cette forme, comme il l'a indiqué dans sa note du 28 octobre 1930, aurait rendu admissible la disposition relative au paiement des frais par la partie perdante qu'a proposée le Gouvernement britannique. Le Gouvernement de la République a eu le regret de constater que ses suggestions à cet égard, formulées en octobre 1930 et sous une forme modifiée, en avril 1931, n'avaient pas reçu un accueil favorable.

* No. 17.

Quant à la question des réclamations britanniques se rattachant aux désordres de Syrie en 1925 et 1926, si le mémorandum du 12 avril 1930 l'a passée sous silence, c'est que la position du Gouvernement français à cet égard avait été très nettement énoncée au mois d'Octobre précédent. Il n'y a aucun rapport entre l'affaire des sels de potasse de la Mer Morte et les réclamations relatives aux troubles de Syrie; le Gouvernement de la République ne peut donc admettre qu'elles soient liées l'une à l'autre.

Le Gouvernement français se refuse à penser que les divergences qui se sont affirmées touchant les modalités d'un règlement arbitral du présent litige doivent conduire à laisser celui-ci sans solution et est persuadé que le désir de conciliation qui, comme l'a rappelé le Gouvernement britannique, anime ce dernier dans ses relations avec le Gouvernement français, lui fera partager ce sentiment. Il suggère dans ces conditions d'utiliser la voie qu'offre aux deux Gouvernements l'Article 52, alinéa 1er, de la Convention de La Haye, du 18 octobre 1907, pour le règlement pacifique des conflits internationaux. Conformément à ce texte, les deux Gouvernements pourraient charger un tribunal arbitral, composé de trois membres de la Cour Permanente d'arbitrage de La Haye, d'établir un compromis par lequel seraient déférées à ce Tribunal les questions litigieuses relatives à la concession pour l'extraction du sel de la Mer Morte: il pourrait d'ailleurs être préalablement entendu que ce Tribunal aurait à suivre la procédure sommaire réglée par le titre IV, Chapitre IV de la Convention de La Haye, du 18 octobre 1907.

Le Gouvernement de la République est prêt, quant à lui, à entre dans cette voie et il attend avec confiance que le Gouvernement britannique veuille bien lui faire connaître s'il lui paraît possible de se rallier à cette suggestion.

Ambassade de France en Angleterre,
Londres,
le 17 juin 1931.

C. 87117/31 [No. 15].

No. 16.

COLONIAL OFFICE to FOREIGN OFFICE.

SIR,

Downing Street, 3rd July, 1931.

I AM directed by Lord Passfield to acknowledge the receipt of your letter of the 26th of June,* regarding the French claim in respect of an alleged concession for the extraction of salts from the Dead Sea, and to request you to inform Mr. Secretary Henderson that His Lordship concurs in the terms of the draft note† which he proposes to address to the French Ambassador in reply to the memorandum communicated by him on the 17th of June.‡

I am, &c.,
J. E. W. FLOOD.

C. 87117/31 [No. 17].

No. 17.

FOREIGN OFFICE to THE FRENCH AMBASSADOR.

(Copy received in Colonial Office 13th July, 1931.)

YOUR EXCELLENCY, Foreign Office, S.W.1., 10th July, 1931.

I HAVE the honour to acknowledge the receipt of the memorandum which your Excellency was good enough to communicate with me on 17th June,‡ regarding the claim of a French group in respect of an alleged concession for the extraction of salts from the Dead Sea.

2. His Majesty's Government have given careful consideration to this memorandum, but regret that they find themselves unable to entertain the fresh proposal put forward in the eighth paragraph thereof for a form of arbitration under The Hague Convention of 18th October, 1907.

3. I informed you of the willingness of His Majesty's Government to refer the matter to arbitration on the 15th July of last year,§ subject to four conditions which the French Government have never accepted, and which your memorandum of 17th June shows that they are even now unwilling to accept. One of the conditions

* No. 15. † No. 17. ‡ Enclosure 1 in No. 15. § No. 86 in Middle East No. 35.

indeed, namely, the reference to arbitration of the British claims arising out of the disturbances in Syria in 1925 and 1926 has been definitely rejected, and you will appreciate the difficulty which His Majesty's Government find in understanding the French Government's request to them to agree to the arbitration of an unacceptable claim while the French Government themselves decline to accord similar treatment regarding claims in respect of which His Majesty's Government have long been pressing for arbitration.

4. I had hoped that your memorandum, though received after 1st May, might be of such a nature as to enable His Majesty's Government to reconsider the decision which I conveyed to you in the last paragraph of my note of 22nd April.* In the circumstances, however, I regret that I can only confirm to you and request you so to inform the French Government, that the offer of arbitration which was made in my note of 15th July, 1930, must now definitely be regarded as having lapsed and that His Majesty's Government feel it no longer incumbent upon them to give further consideration to a claim which in their view is, for reasons already fully explained in previous notes, without any legal foundation.

I have, &c.
(for the Secretary of State),
G. W. RENDEL.

C. 87117/31 [No. 21].

No. 18.

MESSRS. H. OPPENHEIMER, NATHAN, AND VANDYK to COLONIAL OFFICE.

1, Finsbury Square,

SIR,

London, E.C.2, 23rd December, 1931.

WE are instructed by our Clients, Messrs. Palestine Potash, Limited, to send you a copy of a letter dated the 18th instant received by our Clients from Messrs. Ballantyne, Clifford and Company, together with a copy of our reply of to-day's date.

Yours, &c.,
HERBERT OPPENHEIMER, NATHAN, AND VANDYK.

Enclosure 1 in No. 18.

DEAR MAJOR NATHAN,

19th December, 1931.

WE have received this morning a letter from Ballantyne, Clifford and Company, Solicitors, of Exchange Chambers, 24, St. Mary Axe, E.C.3, dated the 18th instant, acting for Mr. Paul Berloty of Lyons and other members of the so-called Syndicat Français des Potasses de la Mer Morte, a copy of which is enclosed. Another copy has been sent to the Chairman, but the letter has not been acknowledged.

We shall telephone you the Chairman's instructions on Monday, the 21st inst.

Yours, &c.,
STOLAR.

Major H. L. Nathan, M.P.

Exchange Chambers, 24, St. Mary Axe,

GENTLEMEN,

London, E.C.3, 18th December, 1931.

WE are instructed by M. Paul Berloty of Lyons and the other members of Syndicat Français des Potasses de la Mer Morte to communicate with you with reference to your exploitation of the waters of the Dead Sea in infringement of the rights of our Clients, as Assignees, under a Concession granted by the Sultan of Turkey to Messrs. Selah Djundjuz Bey, Suad Bey, and Djenab Chehabeddin Bey in 1913. From the information in our possession it is clear that you are fully conversant with the existence and terms of this Concession; indeed we see from the copy before us of a Supplemental Agreement dated the 1st January, 1930, between yourselves and His Excellency Sir John Robert Chancellor, High Commissioner for Palestine and Trans-Jordan, that this Concession was made the subject of certain terms not contained in the Concession granted to you on the same date.

* No. 10.

We think it is clear that by the provisions of the Ninth Protocol annexed to the Treaty of Lausanne, the British Government was subrogated to the rights and obligations of our Clients' Concession, and accordingly the grant to you of a Concession comprising the same privileges as were conferred by the former, was an infringement of our Clients' rights. They are therefore advised that you are not entitled to extract salts from the Dead Sea and we are instructed to say that unless by the 31st instant you inform us that you will forthwith deliver up possession of the land demised by your Concession, withdraw your operations and undertake to refrain from the further exploitation of the waters of the Dead Sea, and to furnish us with an account of all salts extracted, our Clients intend to forthwith thereafter institute proceedings against you with a view to the enforcement of your rights.

Yours, &c.,
BALLANTYNE, CLIFFORD AND COMPANY.

Palestine Potash, Limited,
62, Pall Mall, S.W.1.

Enclosure 2 in No. 18.

DEAR SIRs, 1, Finsbury Square, E.C.2, 23rd December, 1931.
OUR Clients, Palestine Potash, Limited, have handed us your letter to them of the 18th instant, written on behalf of a Mr. Paul Berloty and certain unnamed members of a syndicate, of the existence of which or indeed of the gentleman named, our Clients have no knowledge except from your letter under reply.

We are instructed to say that our Clients repudiate the suggestion that your Clients have any rights under the alleged Concession to which you make reference, or that any rights are capable of being derived from such alleged Concession.

In view of what we have written, it is unnecessary to make any further comment upon your letter, but we are to say that if your Clients should so misconceive the position as to institute proceedings against our Clients, we will, of course, accept service of such proceedings on our Clients' behalf.

Yours, &c.,
HERBERT OPPENHEIMER, NATHAN, AND VANDYK.

Messrs. Ballantyne, Clifford and Company.

C. 97117/32 [No. 2].

No. 19.

FOREIGN OFFICE to COLONIAL OFFICE.

SIR, Foreign Office, S.W.1, 12th January, 1932.
WITH reference to Foreign Office letter of 11th July,* regarding the French claim in respect of an alleged concession for the extraction of salts from the Dead Sea, I am directed by Secretary Sir John Simon to transmit to you the accompanying copy of a letter from Messrs. Herbert Oppenheimer, Nathan, and Vandyk,† enclosing copies of correspondence including a copy of a letter from Messrs. Ballantyne, Clifford and Company to Palestine Potash, Limited, and a copy of the reply which was returned thereto.

2. I am to explain that Lord Lytton called at the Foreign Office on 23rd December in connexion with Messrs. Ballantyne, Clifford and Company's letter of 18th December, and inquired whether the Foreign Office saw any objection to the terms of the reply which it was proposed that Messrs. Herbert Oppenheimer, Nathan, and Vandyk, who are the Solicitors acting for Palestine Potash, Limited, should return to it. The draft which His Lordship produced was on the lines of the reply eventually sent, and he was informed that there appeared to be no objection to the proposed reply from the Foreign Office point of view.

3. Lord Lytton was inclined to consider that no great importance need be attached to Messrs. Ballantyne, Clifford and Company's letter, as its main object was probably to induce his firm to discuss the possibility of some settlement out of court.

* Not printed: it enclosed a copy of No. 17.

† See No. 18.

For their own part, however, Palestine Potash, Limited, were satisfied that their claim to the Concession was unassailable and they had no intention whatever of responding to any such suggestion.

4. Lord Lytton inquired whether, should the French group attempt to carry matters further, it would be open to them to bring an action against Palestine Potash, Limited, in the French courts. It was pointed out, in reply, that since the Company had no office or assets in French territory, it seemed unlikely that proceedings could be taken effectively against the Company in the French courts, while the employment by Monsieur Berloty of an English solicitor appeared to suggest that proceedings in England were contemplated.

5. A copy of this letter is being sent to the Treasury.

I am, &c.,
G. W. RENDEL.

C. 97117/32 [No. 4].

No. 20.

FOREIGN OFFICE to COLONIAL OFFICE.

THE Under-Secretary of State for Foreign Affairs presents his compliments to the Under-Secretary of State for the Colonies and, by direction of the Secretary of State, transmit herewith copy of correspondence between Lord Lytton and Mr. G. W. Rendel on the subject of the Dead Sea Salts Concession.

Foreign Office,
19th January, 1932.

Reference to previous correspondence: Colonial Office letter of 5th January,* Foreign Office letter of 12th January.†

Enclosure 1 in No. 20.

DEAR MR. RENDEL,

18th January, 1932.

WITH reference to my call on you just before Xmas about the French claim to a Turkish Concession to work the Dead Sea salts, you will remember that in the letter which I showed you these claimants profess to "have before them" a document in which reference is made to the possibility of their claim being established. This can only refer to the document which was signed by the Concessionaires simultaneously with the signing of the concession in which they undertook to give "specific performance" &c. This was a confidential document. It has never been published or referred to in Parliament and my Board are anxious to know how it could have come to the knowledge of these claimants. Can you tell me whether it was ever shown to or mentioned to the French Ambassador by your Department?

I should be grateful if you could write to me to-day (to Knebworth House, Knebworth, Herts) to tell me if you can offer any explanation. My Board meets to-morrow morning and I have undertaken to report to them what I can learn.

I am, &c.,
LYTTON.

Enclosure 2 in No. 20.

DEAR LORD LYTTON,

Foreign Office, S.W.1, 18th January, 1932.

I AM sorry to have missed you when you called to-day.

I understand that you wish to know before to-morrow morning whether the fact was at any time disclosed to the French Ambassador by the Foreign Office that your Company signed on the 1st January, 1930, an indemnity binding themselves to do all such things as might be necessary to enable the Governments of Palestine and Trans-Jordan to give effect to the decision of any tribunal which might hold that the claim of the French claimants to the concession, granted to your Company, was well-founded.

* C. 87117/31 [No. 23]: not printed.

† No. 19.

I have had the relevant papers examined and there is nothing in them to indicate that any such disclosure was made by this Department. Indeed, neither I nor any other member of my Department have any reason to believe that the French Ambassador was ever informed of this fact.

Yours, &c.,
G. W. RENDEL.

The Right Honourable
The Earl of Lytton, G.C.S.I., G.C.I.E.

C. 97117/32 [No. 5].

No. 21.

FOREIGN OFFICE to COLONIAL OFFICE.

THE Under-Secretary of State for Foreign Affairs presents his compliments to the Under-Secretary of State for the Colonies and, by direction of the Secretary of State, transmits herewith copy of a letter from Lord Lytton.

Foreign Office,
28th January, 1932.

Reference to previous correspondence: Foreign Office letter of 19th January.*

Enclosure in No. 21.

DEAR MR. RENDEL, Knebworth House, Knebworth, 26th January, 1932.
WE have now been served with a writ by the French claimants and are briefing Counsel to take charge of our case.

There is one matter about which our Solicitors are anxious, and that is that we should be given access to any relevant documents at the Foreign Office and the Colonial Office bearing upon the alleged pre-war Turkish Concession. In an ordinary case arising between private litigants, Government Departments would be reluctant to disclose their relevant documents, but, as I am sure you will appreciate, this case is not an ordinary one, as what is really at issue is the validity of the Government's action in granting the concession to Mr. Novomeysky and Major Tulloch. They are, therefore, in a position of special responsibility and will wish, I am sure, to be as helpful to us as possible.

From the letter which I showed you, it would seem that the claimants have had access to the French Government's documents.

I shall be very grateful if you could assure me that the Foreign Office and the Colonial Office will give us every possible help with this case.

I am, &c.,
LYTTON.

C. 97117/32 [No. 6].

No. 22.

FOREIGN OFFICE to COLONIAL OFFICE.

[Answered by No. 24.]

SIR, Foreign Office, S.W.1, 1st February, 1932.
WITH reference to Foreign Office letter of the 28th ultimo,† transmitting a copy of a letter from Lord Lytton to Mr. Rendel, relative to an impending lawsuit concerning the Dead Sea Salts Concession, I am directed by Secretary Sir John Simon to request that he may be furnished, at your earliest convenience, with the observations of Secretary Sir Philip Cunliffe-Lister on the request contained in Lord Lytton's letter.

I am, &c.,
G. W. RENDEL.

* No. 20.

† No. 21.

C. 97117/32 [No. 7].

No. 23.

COLONIAL OFFICE to PALESTINE POTASH LIMITED.

[Answered by No. 25.]

SIR,

Downing Street, 25th February, 1932.

I AM directed by Secretary Sir Philip Cunliffe-Lister to inform you that the Crown Agents for the Colonies have received from Messrs. Herbert Oppenheimer, Nathan, and Vandyk, copies of correspondence with Messrs. Ballantyne, Clifford and Company regarding a threat by M. Paul Berloty and other members of a French Syndicate to institute legal proceedings against Palestine Potash Limited, with a view to the enforcement of their claim to the concession for the exploitation of the waters of the Dead Sea.

2. I am to request you to inform your Directors that His Majesty's Government are willing to permit access to official documents which may be of assistance to Palestine Potash Limited, in connexion with this case. For this purpose I am to suggest that a representative of your Solicitors should call at the Colonial Office, and ask to see Mr. H. F. Downie, who will show him the relevant correspondence.

I am, &c.,
J. E. W. FLOOD.

C. 97117/32 [No. 8].

No. 24.

COLONIAL OFFICE to FOREIGN OFFICE.

SIR,

Downing Street, 25th February, 1932.

WITH reference to your letter of the 1st of February,* I am directed by Secretary Sir Philip Cunliffe-Lister to request you to inform Secretary Sir John Simon that he considers that all possible assistance should be granted by His Majesty's Government to Palestine Potash Limited, in connexion with the action with which the Company is threatened.

2. The matter has been discussed with representatives of the Foreign Office, and a selection has been made of official correspondence which might properly be shown to the Company's Solicitors. I am to enclose a copy of a letter† which has been sent to the Company suggesting that a representative of their Solicitors should visit the Colonial Office and examine the selected correspondence.

3. Should the Company's Solicitors desire to make use in Court of any of the official correspondence, their request will be considered, and the Secretary of State for Foreign Affairs will, if necessary, be consulted.

I am, &c.,
J. E. W. FLOOD.

C. 97117/32 [No. 8A].

No. 25.

PALESTINE POTASH, LIMITED, to COLONIAL OFFICE.

SIR,

62, Pall Mall, London, S.W.1, 26th February, 1932.

I AM directed by the Chairman to acknowledge with thanks the receipt of your letter of the 25th instant,† and to express his appreciation of the decision of His Majesty's Government to permit access to official documents which may be of use to this Company in connexion with the threatened legal proceedings to be instituted against this Company by M. Paul Berloty and other members of a French syndicate.

The contents of your letter have been communicated to Messrs. H. Oppenheimer, Nathan, and Vandyk.

I am, &c.,
(for and on behalf of Palestine Potash, Limited),
G. A. STOLAR,
Secretary.

* No. 22.

† No. 23.

C. 97117/32 [No. 9].

No. 26.

MESSRS. H. OPPENHEIMER, NATHAN, AND VANDYK to COLONIAL OFFICE.

1, Finsbury Square,
London, E.C.2, 29th February, 1932.
Palestine Potash, Limited.

DEAR SIR,
Our Clients above-mentioned have forwarded us a copy of your letter to them of the 25th instant,* in which you are good enough to inform them that His Majesty's Government are willing to permit access to official documents which may be of assistance to our Clients in connexion with the Case instituted against them by certain French claimants.

This intimation is greatly appreciated by our Clients. Whilst a Writ has been issued on behalf of the French claimants, no Statement of Claim has yet been delivered, and we think probably it will be best to leave over inspection of the documents to which you refer until the Statement of Claim has been delivered and we know how the Plaintiffs frame their case.

Our Mr. Nathan, who is attending to this matter, will communicate with Mr. Downie when that time comes.

Yours, &c.,
HERBERT OPPENHEIMER, NATHAN, AND VANDYK

C. 97117/32 [No. 13].

No. 27.

PALESTINE.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

[Answered by No. 28.]

(Confidential (2).)

SIR, Downing Street, 27th April, 1932.

WITH reference to my Confidential despatch of the 26th of January,† I have the honour to transmit to you, for your information, copies of further correspondence with the Foreign Office and with Palestine Potash, Limited, regarding the lawsuit with which the Company is threatened.

2. You will observe that His Majesty's Government have agreed to allow the Company's representatives access to official documents which may be of assistance to them in connexion with the case. So far, however, the Company have not taken advantage of this offer, since they have not yet received the Statement of Claim of the plaintiffs.

3. It is proposed to show the Company's representative the correspondence on the subject of the Dead Sea Salt Concession which has passed between this Department and various claimants to the original Turkish concession, beginning with Captain J. G. Bennett's letter to the Colonial Office of the 19th of April, 1923;§ and the correspondence of 1928-30|| between the Foreign Office and the French Ambassador, with the exception of the Opinions of the Law Officers which are strictly confidential.

4. If your Government is in possession of any documents bearing on the early history of the Turkish Concession which might be of service to Palestine Potash, Limited, I shall be glad if I may be furnished with copies.

I have, &c.,
P. CUNLIFFE-LISTER.

* No. 23. † C. 97117/32 [No. 3]: not printed.
Nos. 23, 24 and 26]. § No. 1 in Middle East No. 35.

† Enclosures in Nos. 20 and 21,
|| See Middle East No. 35.

C. 97117/32 [No. 25].

No. 28.

PALESTINE.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 11th June, 1932.)

(Confidential B.)

SIR.

High Commissioner's Office, Jerusalem, 4th June, 1932.

I HAVE the honour to refer to your despatch Confidential (2) of the 27th April,* forwarding copies of correspondence with the Foreign Office and with Palestine Potash Limited regarding the lawsuit with which the Company is threatened and to inform you that no trace can be found of any documents bearing on the early history of the Turkish concession.

I have, &c.,
ARTHUR WAUCHOPE,
High Commissioner.

C. 97117/32 [No. 33].

No. 29.

NOTE OF A MEETING HELD AT THE COLONIAL OFFICE ON 24TH JUNE, 1932,
BETWEEN REPRESENTATIVES OF THE FOREIGN OFFICE AND COLONIAL
OFFICE AND PALESTINE POTASH LIMITED.

(Copy received in Colonial Office, 4th July, 1932.)

THE meeting was held in the room of Mr. Bushe (in the Chair) and was attended by Mr. O. G. R. Williams of the Colonial Office, by Mr. Beckett and Mr. P. J. Dixon on behalf of the Foreign Office, and by Major Nathan, Mr. Leonard Stein, and another representative on behalf of Palestine Potash Limited.

2. The first part of the meeting was concerned with the question of the defence on which the Company proposed to rely, and an intricate legal discussion took place as to whether reliance could be placed on the argument that the granting of the concession to Palestine Potash was an act of State, a discussion chiefly centering round Article 12 (2) of the Palestine Order in Council, 1922.

3. MR. BUSHE then raised the question whether it was desirable that the action should be fought without the presence of a representative of the Crown, seeing that the powers of the Crown were being contested by the Plaintiffs. It was generally and provisionally agreed on both sides that it would probably be expedient to join the Crown to the action, and both sides undertook to refer this question to their respective authorities, and, if it were decided that the Crown should appear, to examine the machinery which would be necessary for joining the Attorney-General as a third party to the suit.

4. The next question considered was that of the use to be made of Major Nathan's notes (on the present assumption that the Crown is not to be a party).

5. MAJOR NATHAN suggested that his notes could be divided into three categories:—(1) the diplomatic correspondence with the French Ambassador; (2) the interdepartmental correspondence; (3) notes of interviews, &c. This classification found general agreement. Major Nathan stated categorically that he did not propose to use the correspondence in categories (1) and (2); he might want to use the documents in category (3) for the purposes of framing his own arguments and of cross-examination, but he undertook that no action in this or any other direction would be taken without further reference to His Majesty's Government.

6. As regards the correspondence with the French Ambassador, Major Nathan assumed that he would not be permitted to use it, and was told that this was correct. He said, however, that he would like to show his notes of this correspondence, in strict confidence, and on the same conditions as those under which he had been permitted by the Colonial Office to examine the file, to his Counsel, for the purpose, and none other, of letting the latter see how the French Government had developed their case, and subject to the general undertaking mentioned above as applying to all the classes of documents.

* No. 27.

7. It was finally agreed that, in the circumstances, all Major Nathan's notes, with the exception indicated below, and subject to the undertaking mentioned in paragraph 6 above, might be shown to Counsel (the diplomatic correspondence being in a separate dossier).

8. Major Nathan raised the point whether it had in fact been intended that he should see No. 32 and its enclosure in the Middle East Print (corresponding to No. 20 in his Notes). As will be seen from the record of the interdepartmental meeting held on 19th February (E. 421) it appears that it was in fact contemplated that this paper should be withheld. Major Nathan was quite willing that this part of his notes should be deleted, and deleted it there and then.

9. Major Nathan finally raised the question of Sir William Jowitt. As he had mentioned at the Foreign Office on 15th April (E. 998), he understood that Sir William had been retained for the prosecution. This was embarrassing, as Sir William was one of the Law Officers whose opinion had been sought by His Majesty's Government and had been given, moreover, in a sense against the present plaintiffs. Major Nathan asked whether the Colonial Office would be willing to draw Sir William Jowitt's attention to this, and they agreed to do so, through semi-official channels.

Foreign Office,
30th June, 1932.

C. 97117/32 [No. 34].

No. 30.

MR. H. G. BUSHE (COLONIAL OFFICE)

to

SIR MAURICE GWYER (TREASURY SOLICITOR).

MY DEAR GWYER,

Downing Street, 8th July, 1932.

THERE is an action pending in the High Court which is causing me some concern, and upon which I should be very grateful for your advice. The action is being brought against Palestine Potash Limited, the company who hold a concession from the Palestine Government for the extraction of salts and minerals in the Dead Sea, by a French Syndicate who claim to possess a prior Turkish concession. I enclose an explanatory note* covering printed correspondence (M.E. 35) and other documents.†

You will see that the Plaintiff's case inevitably calls in question the right of the Palestine Government to grant the concession to Palestine Potash Limited, and that a decision in favour of the Plaintiffs might be a matter of serious concern to His Majesty's Government.

I very much dislike the idea of this matter being decided without our being heard, especially as all sorts of difficult points of constitutional law are raised.

I hesitate to send you so much material which requires reading, but the matter is of considerable importance.

If you were to think that we ought to be heard, and that there is any means by which the Crown can intervene, or be joined, we would write officially asking you to take the necessary steps. You may think it desirable that we should have a preliminary discussion with the Attorney-General.

Yours, &c.,

H. GRATTAN BUSHE.

C. 97117/32 [No. 39].

No. 31.

MESSRS. H. OPPENHEIMER, NATHAN, AND VANDYK to COLONIAL OFFICE.

[Answered by No. 33.]

DEAR SIR,

1, Finsbury Square, London, E.C.2, 14th July, 1932.

WE enclose with this letter a copy of the pleadings‡ in an action *Berloty and Others versus Palestine Potash Limited*. We act for the Defendants in the action.

* Not printed.

† Colonial No. 47, Nos. 5, 8, 10, 17, 18, and 29, and C. 97117/32 [No. 37]: not printed

‡ Not printed.

We have thought it appropriate to acquaint you officially with the existence of this action for the following reasons. The Plaintiffs assert that they are entitled to certain rights under a concession for the extraction of certain salts from the waters of the Dead Sea. They assert that the provisions of the Treaty of Lausanne give validity to their claims. They ask for a declaration that the Defendants are not entitled to extract salts from the waters of the Dead Sea and for an injunction against the Defendants.

Our clients in their pleading (see paragraph 12) set up their title—a grant pursuant to a deed of the 1st January, 1930, made by the High Commissioner for Palestine and for Trans-Jordan.

It is, we suggest, apparent that the action raises issues which affect the Crown. If the Plaintiffs were to succeed the results would be that the Court would be declaring that the grant of the 1st January, 1930, was of no effect. In our view this brings the position within the scope of the decision in *Esquimalt and Nanaimo Railway Company versus Wilson* (1920) A.C. 358.

As the case involves many points as to the construction of the Treaty of Lausanne the Crown appears thereby also to be concerned. On this aspect of the matter the observations made in *In re Chamberlain's Settlement*, 1921, 2. Ch. 533, at page 548, appear to be relevant.

For these reasons we have conceived it a proper course to notify you of the position in order that you may thereby have the opportunity of considering whether it is desirable that the Crown should intervene in the action in such manner as may be appropriate.

Yours, &c.,

HERBERT OPPENHEIMER, NATHAN, AND VANDYK.

C. 97117/32 [No. 45].

No. 32.

BRITISH EMBASSY, ANGORA, to FOREIGN OFFICE.

(Copy received in Colonial Office, 21st July, 1932.)

DEAR DEPARTMENT,

British Embassy, Constantinople, 9th July, 1932.

YOUR letter Confidential of the 22nd June (E.2899/90/31).

The Turkish Mining Law was first promulgated on the 26th March, 1906, and is in force to-day subject to amending legislation as follows:—

- (1) Law of the 1st December, 1329/1913, amending Article 49 of the original law and adding an appendix to Article 58.
- (2) Law of the 30th April, 1331/13th May, 1915 (no doubt one of those referred to in your letter) amending Articles 5, 10, 17, and 23 of the original law.
- (3) Law of the 12th April, 1341/1925 amending Articles 45, 46, 61, and 71 of the original law.
- (4) Law of the 3rd June, 1929, further amending Article 45.

This is the only Turkish Mining legislation with the exception of a law on stone quarrying which we have assumed to be irrelevant to the present purpose. We can trace no amending law of January, 1917.

We send you herewith two copies in Rizzo's edition of the 1906 law embodying all amendments up to 1928 and excluding therefore (4) above. We trust it will meet your requirements. The 1906 law in its original unamended form is not available in Rizzo but we can have a translation of the Turkish text got out if you wish it, although not for this bag.

Yours, &c.,

CHANCERY.

C. 97117/32 [No. 42].

No. 33.

COLONIAL OFFICE to MESSRS. OPPENHEIMER, NATHAN, AND VANDYK
GENTLEMEN, Downing Street, 22nd July, 1932.

I AM directed to acknowledge the receipt of your letter of the 14th of July,* enclosing a copy of the pleadings in the action which M. Berloty and others have instituted against Palestine Potash Limited.

2. The question whether the Crown should intervene in this action, and, if so, in what manner, is already engaging attention. A further communication on the subject will be addressed to you in due course.

I am, &c.,
H. F. DOWNIE

C. 97117/32 [No. 47].

No. 34.

MR. H. F. DOWNIE (COLONIAL OFFICE)

to

MAJOR H. L. NATHAN.

DEAR MAJOR NATHAN,

Downing Street, 30th July, 1932
Palestine Potash, Limited.

In your letter of 7th June† you asked whether copies could be obtained of a Turkish Mining Law of 13th May, 1915, and an amending Law of January, 1917.

The Foreign Office wrote to the Embassy at Constantinople, and I now enclose an extract from the Embassy's reply‡ with a copy of the Turkish Mining Law of 1906§ embodying all amendments up to 1928.

With reference to the last paragraph of the extract you will no doubt let me know if you would like a translation of the Turkish text of the 1906 law in its original form.

Yours, &c.,
H. F. DOWNIE.

C. 97117/32 [No. 48].

No. 35.

MESSRS. H. OPPENHEIMER, NATHAN, AND VANDYK to COLONIAL OFFICE.

[Answered by Nos. 37 and 42.]

SIR,

1, Finsbury Square, London, E.C.2, 9th August, 1932.

Palestine Potash Limited ats Berloty and Others.

It will be within your recollection that the original grantees of the alleged pre-war Turkish concession were Selah Djimdjoz Bey, Suad Bey, and Djenab Chahabeddin Bey. It may be, in connexion with the pending proceedings, material to know whether the three original grantees are still alive, and if not, when any deceased actually died. From information before us it would appear that at least one of the original grantees is in fact dead, but we do not know which, or when, or where he died.

We are extremely anxious to obtain this information, and we write to ask whether your Department would be good enough to request His Majesty's Ambassador in Angola to make the necessary inquiries.

The only addresses of the original grantees which we have are in each case Kadi Keui, Muhr Hasr, the first-named grantee being stated, as you will find from your copy of the alleged pre-war concession, to be the owner of the newspaper *Kelim*, the second described as a writer, and the third-named as an author.

If this information is not sufficient to enable the original grantees to be identified by the British Embassy we shall be glad to try to obtain a more precise description.

* No. 31. † C. 97117/32 [No. 20]: not printed. ‡ No. 32. § Not reprinted.

There will be other information in the obtaining of which we may have to seek the assistance of the British Embassy in Turkey, and we assume that it would be preferable that it should be done through the intervention of your Department rather than direct.

Yours, &c.,
HERBERT OPPENHEIMER, NATHAN, AND VANDYK.

C. 97117/32 [No. 49].

No. 36.

COLONIAL OFFICE to FOREIGN OFFICE.

[Answered by No. 39.]

SIR,

Downing Street, 25th August, 1932.

I AM directed to transmit to you a copy of a letter* from Messrs. Herbert Oppenheimer, Nathan, and Vandyk seeking information regarding the original grantees of the Dead Sea Salts Concession.

2. I am to ask that, provided Secretary Sir John Simon sees no objection, an endeavour may be made to obtain the desired information. It is proposed, if Sir John Simon agrees, in replying to Messrs. Oppenheimer, to say that it will be preferable, as suggested by them, if any further requests for assistance from the Embassy in Turkey were made through this Office.

I am, &c.,
O. G. R. WILLIAMS.

C. 97117/32 [No. 50].

No. 37.

COLONIAL OFFICE to MESSRS. H. OPPENHEIMER, NATHAN, AND VANDYK.

GENTLEMEN,

Downing Street, 25th August, 1932.

I AM directed to acknowledge the receipt of your letter of the 9th August,* relative to the Dead Sea Salts Concession and to inform you that the subject of your inquiry is being taken up with the Foreign Office.

2. A further letter will be addressed to you in due course.

I am, &c.,
O. G. R. WILLIAMS.

C. 97117/32 [No. 56].

No. 38.

COLONIAL OFFICE to FOREIGN OFFICE.

[Answered by No. 40.]

SIR,

Downing Street, 16th September, 1932.

I AM directed to refer to the joint meeting held at the Colonial Office on 24th June, 1932,† between representatives of the Foreign Office, of Palestine Potash, Limited, and of this Department, in connexion with the action instituted by M. Berloty and others against the Company, and to state, for the information of Secretary Sir John Simon, that the Attorney-General has been consulted as to the suggestion that the Crown should intervene in the proceedings. The opinion of the Attorney-General is that it is desirable that he should request the Court to be allowed to attend as *amicus curiae*, without associating himself with either party, for the purpose of giving such assistance as is in his power and of elucidating the facts from the point of view of His Majesty's Government.

2. It is proposed to inform Major Nathan orally and in general terms that arrangements have been made for the Attorney-General to appear as *amicus curiae*.

I am, &c.,
O. G. R. WILLIAMS.

* No. 35.

† No. 29.

C. 97117/32 [No. 57].

No. 39.

FOREIGN OFFICE to COLONIAL OFFICE.

SIR, Foreign Office, S.W.1, 17th September, 1932.

WITH reference to your letter of 25th August,* relative to the Dead Sea Salts Concession, I am directed by Secretary Sir John Simon to transmit to you the accompanying copy of a despatch to His Majesty's Ambassador in Turkey on the subject.

2. With reference to the second sentence of paragraph 2 of your letter, I am to request you to inform Secretary Sir Philip Cunliffe-Lister that Sir John Simon agrees that it will be preferable that any further requests from Messrs. Oppenheimer, Nathan, and Vandyk for information on this subject should continue to be made through the Colonial Office, rather than direct to His Majesty's Embassy in Turkey.

I am, &c.,
G. W. RENDEL.

Enclosure in No. 39

(No. 367.)
(Confidential.)

SIR, Foreign Office, S.W.1, 16th September, 1932.

WITH reference to letter No. 148/9/32 of 9th July from your Chancery relative to the lawsuit which has been brought by certain French interests against Palestine Potash, Limited, I transmit to Your Excellency the accompanying copy of a letter from the Colonial Office together with a copy of the reply which is being returned thereto.

2. A concession for the extraction of salts and minerals in the Dead Sea was granted to Palestine Potash, Limited, by the Government of Palestine on 1st January, 1930. The French interests above mentioned are apparently contesting the validity of this concession, and claiming the right to exploit the Dead Sea Salts themselves, on the ground that they have acquired the rights formerly held by Turkish nationals under an alleged Firman of Concession of 1st February, 1911. Prior to the inception of the present lawsuit, the claim of the French interests formed the subject of correspondence between His Majesty's Government in the United Kingdom and the French Government, in which His Majesty's Government refused to admit the validity of the claim.

3. As indicated in the enclosure to the Colonial Office letter, the names of the original grantees given in the above-mentioned alleged Firman of Concession of 1st February, 1911, "for the extraction and exploitation of the salts of bromine dissolved in the waters of the Dead Sea" are (according to a translation of that document which was furnished to His Majesty's Government by certain British claimants in June, 1923) as follows:—Selah Djimdjoz Bey, owner of the newspaper *Kelem*; Suad Bey, writer; and Djenab Chehabeddin Bey, author; all described as residing at Kadi Keui, Muhur Hasr. No information is available in this department to show whether or not any of these persons are still alive or if so where they live, and I shall therefore be glad if you will endeavour to obtain any information which may be procurable on the subject and forward it to me as soon as possible.

I am, &c.
(for the Secretary of State),
G. W. RENDEL.

His Excellency
The Right Honourable
Sir George Clerk, G.C.M.G., C.B.,
&c., &c., &c.,
Angora.

* No. 36.

C. 97117/32 [No. 60].

No. 40.

FOREIGN OFFICE to COLONIAL OFFICE.

SIR, Foreign Office, S.W.1, 30th September, 1932.

I AM directed by Secretary Sir John Simon to acknowledge the receipt of your letter of 16th September,* relative to the action instituted by Monsieur Berloty and others against Palestine Potash, Limited

2. In reply, I am to state that Sir John Simon concurs in Secretary Sir Philip Cunliffe-Lister's proposal to inform Major Nathan orally and in general terms that arrangements have been made for the Attorney-General to appear in the proceedings as *amcus curiæ*, for the purpose indicated in paragraph 1 of your letter.

I am, &c.,
G. W. RENDEL.

C. 97117/32 [No. 61].

No. 41.

SIR GEORGE CLERK (BRITISH AMBASSADOR, TURKEY)

to

SIR JOHN SIMON (SECRETARY OF STATE FOR FOREIGN AFFAIRS).

(Copy received in Colonial Office, 18th October, 1932.)

(No. 328.)
(Confidential.)

SIR, British Embassy, Constantinople, 2nd October, 1932.

WITH reference to paragraph 3 of your Confidential despatch No. 367 of the 16th September last,† I have the honour to inform you that Salah Cimcoz (Djimdjioz) Bey is one of the Deputies for Constantinople in the Grand National Assembly. He formerly owned the humorous journal *Kalem*, which was subsequently suppressed. He is understood to have a somewhat doubtful general reputation, and to be in considerable favour in Government circles.

2. Cenap Sahabettin (Djenab Chehabeddin) Bey is a retired doctor, who before the war was President of the Sanitary Council. He is a well-known writer.

3. I have been unable to obtain any information about Suat (Suad) Bey who, in view of paragraph 1 of the sub-enclosure in your despatch, is presumably no longer alive.

4. "Muhur Hasr" is doubtless a clerical error for Mühürdar, a well-known quarter of Kadiköy (Kadi Keuy), a suburb of Constantinople.

I have, &c.,
GEORGE R. CLERK.

C. 97117/32 [No. 62].

No. 42.

COLONIAL OFFICE to MESSRS. H. OPPENHEIMER, NATHAN, AND VANDYK.

GENTLEMEN, Downing Street, 26th October, 1932.

WITH reference to the letter from this Office of the 25th August,‡ relative to the Dead Sea Salts Concession, I am directed by Secretary Sir Philip Cunliffe-Lister to inform you that it has been ascertained through the British Embassy at Constantinople that of the original grantees of the concession Salah Cimcoz (Djimdjioz) Bey is one of the Deputies for Constantinople in the Grand National Assembly, and that Cenap Sahabettin (Djenab Chehabeddin) Bey is a retired doctor, who before the war was President of the Sanitary Council. He is a well-known writer.

No information is available regarding Suat (Suad) Bey, who, in view of the statement in paragraph 1 of your letter of the 9th August,§ is presumably no longer alive.

* No. 38.

† Enclosure in No. 39.

‡ No. 37.

§ No. 35.

2. The Embassy suggest that the name " Muhr Hasr," which occurs in the third paragraph of your letter, is doubtless a clerical error for Mühürdar, a well-known quarter of Kadiköy (Kadi Keuy), a suburb of Constantinople.

It is not clear whether the two surviving grantees still live at Mühürdar, Kadiköy, which is in any case a somewhat vague address. If you require more exact information, further inquiries will be made.

3. With reference to the last paragraph of your letter, I am to say that it would be preferable, as you suggest, that any further requests for assistance from the British Embassy at Constantinople should be made through this Office.

I am, &c.,
O. G. R. WILLIAMS.

17317/33 [No. 1].

No. 43.

MR. G. STUART KING (TREASURY SOLICITOR'S OFFICE)

to

MR. H. G. BUSHE (COLONIAL OFFICE).

[Answered by No. 44.]

MY DEAR BUSHE,

Treasury Solicitor's Office, 27th January, 1933.

Palestine Potash, Limited.

I ENCLOSE an extract from a letter which I have received from Nathan about this case, on which I think I must ask you to let me have some information. One of the points made by the Plaintiffs in connexion with the Concession granted by the High Commissioner to Palestine Potash, Limited, was that as half the Dead Sea is within the territory of Trans-Jordania, the Concession, to be valid, must have been granted in part by the authority competent to grant such a Concession in Trans-Jordania. The Concession is made by Sir J. Chancellor as High Commissioner both for Palestine and Trans-Jordania, but I am not clear whether the High Commissioner had *vis-à-vis* Trans-Jordania sufficient powers to make the grant. I understand that so far as Palestine is concerned, his right to make the grant is expressly recognized in the Palestine Order in Council, but that the position in Trans-Jordania is very different.

I had some conversation with Drayton, who happened to look in the other day, and I understand that Trans-Jordania has a Constitution of its own and that it is accordingly necessary to see what authority would, under that Constitution, have the right to make grants of this kind. If, as I assume, authority is not directly conferred by the Constitution on the High Commissioner, it then becomes necessary to ascertain what steps were taken at the time to give Sir John Chancellor the necessary authority. I understand that it may turn out to be the case that the nature of the Concession was explained to the Amir by the Resident, who may have been authorized to convey to the High Commissioner the Amir's authority to enter into the Deed on his behalf. This, however, would be a matter of fact which it may become necessary to prove by evidence, and I shall be glad if you will have inquiries made into the matter.

What is I think necessary is that someone should go through the whole of the papers relating to the grant of the Concession and ascertain exactly what steps were taken *vis-à-vis* Trans-Jordania. If at the same time you could arrange to let me have any book containing the Constitution of Trans-Jordania, it would be very convenient.

The matter is, I think, of considerable importance because any doubt that may exist on this point will afford the Plaintiffs a very strong ground for attacking the validity of the Concession as a whole, since in fact it would be impossible for the concessionaires to take any steps under their Concession without interfering to some extent with the territory of Trans-Jordania. It must not moreover be lost sight of that if the necessary authority was not obtained by the High Commissioner from the Amir, the further possibility at once arises of an action for breach of warranty of authority against Sir John Chancellor.

I also send you a copy of the Pleadings.

Yours, &c.,
G STUART KING

Enclosure 1 in No. 43.

Herbert Oppenheimer, Nathan & Vandyk,
1, Finsbury Square, E.C.2, 25th January, 1933.

Palestine Potash, Limited.

* * * * *

In connexion with the Agreement with the Amir of Trans-Jordan to which reference is made by the Claimants in their Reply and Defence to Counter-claim, Counsel has asked us to inquire into the following points:—

- (1) Did the Amir in fact authorize the High Commissioner to enter into the Concession?
- (2) Did he authorize the High Commissioner to sub-delegate?

This presumably means to the Crown Agents who actually executed the Concession in the first instance. In this connexion you will bear in mind that Sir John Chancellor as High Commissioner both for Palestine and Trans-Jordan ratified and confirmed the Concession on the 13th October, 1930.

We should be glad if you would let us hear from you upon this matter and with an expression of your opinion as to the bearing upon the questions at issue of the Agreement with the Amir of Trans-Jordan pleaded in the Reply and Defence to Counter-claim.

* * * * *

H.M. Treasury Solicitor.

Enclosure 2 in No. 43.

1932.—B.—No. 191.

IN THE HIGH COURT OF JUSTICE.
KING'S BENCH DIVISION.

FOS. ~~26~~ 34.

BETWEEN PAUL BERLOTY, HENRI CAVREL, JULES CHAMPERTIER DE RIBES, OLIVIER DU BOULLAY, GABRIEL DECHELETTE, MARCEL DECHELETTE, MARC DECHELETTE, GASTON GIROD, PAUL ANDRE KIENER CHRISTIAN DE ROTHIACOB, RAIMOND DE ROTHIACOB (Married Woman), CHARLES ZANG, GUY DU BOULLAY AND KHUSROO DORAB VACHA (Plaintiffs), AND PALESTINE POTASH LIMITED (Defendants).

AMENDED

DEFENCE AND COUNTERCLAIM.

Amended the 15th day of December 1932 pursuant to Order of Master Simner.
dated the 12th day of December 1932.

DEFENCE.

1. The Defendants deny each and every allegation contained in paragraphs 1 and 2 of the Statement of Claim.

2. The Defendants deny that the said Maître Rouso (in the Statement of Claim spelt Russo) was ever the Attorney or the validly appointed Attorney of the said alleged Concessionaires referred to in the Statement of Claim and deny that he was ever empowered to assign any rights title or interests of the said alleged Concessionaires or that the conditions of any purported Power of Attorney were ever complied with and deny that the said Doctor Hedwig L. Mizzi was ever the Attorney or the validly appointed Attorney of the said Colonel Maitland Edwards and made no admission as to the existence or the terms or the effect of the alleged contract in writing dated the 14th April 1923 referred to in paragraph 3 of the Statement of Claim. The Defendants deny that the said or any purported rights title or interest ever became or were vested in the said Colonel Maitland Edwards. The Defendants deny that the said alleged contract in writing dated the 14th April 1923 gave to the said Colonel Maitland Edwards any right of disposing of the said Concession and deny that any of the conditions and stipulations referred to in the said alleged contract in writing were ever carried out.

as to vest any title in the said Colonel Maitland Edwards. The said alleged contract in writing purported to be cancelled by the terms of a purported document dated the 23rd February 1927 which purported document did not transfer the said or any concession to the said Colonel Maitland Edwards. The purported transferors under the said purported document dated the 23rd February 1927 had no rights title or interests to transfer and none of the conditions set out in the said purported document were ever fulfilled.

3. If the alleged Concessionaires ever possessed the alleged or any Concession (which is denied) the Defendants specifically deny that the said alleged Concession was in existence on the 14th April 1923 and specifically deny that the said Concession was capable of being assigned. In the alternative if the said alleged Concession was capable of being assigned no assignment which complied with any of the formalities of transfer or requirements of law ever took place and the said alleged assignments if any were and are null and void. Further in the alternative the enjoyment of the said alleged Concession was made subject to the fulfilment of certain recited obligations and subject to certain recited conditions and none of the said obligations and conditions were fulfilled whereby the said alleged Concession was and is void and forfeited and cancelled.

4. The Defendants will refer so far as may be necessary to the Treaty of Lausanne together with its conventions, protocols and declarations and also to the Treaty of Peace (Turkey) Act 1924, 14 George V Ch. 7 and also to the Order in Council made on the 12th August 1924 numbered 1924 No. 820 for their respective terms and provisions.

5. The Defendants make no admissions as to paragraph 5 of the Statement of Claim. By Article 16 of the Treaty of Lausanne it was provided (*inter alia*) "La Turquie déclare renoncer à tous droits et titres, de quelque nature que ce soit, sur ou concernant les territoires situés au delà des frontières prévues par le présent Traité et sur les îles autres que celles sur lesquelles la souveraineté lui est reconnue par ledit Traité, le sort de ces territoires et îles étant réglé ou à régler par les intéressés." The territories of Palestine including Trans-Jordan were territories situated outside the frontiers laid down in the said Treaty and the future of these territories had already been settled by the Agreement of the Principal Allied Powers to entrust them to His Britannic Majesty as Mandatory and such Agreement brought these territories within the jurisdiction of His Britannic Majesty and so far as authorised by His Britannic Majesty within the jurisdiction of the Governments of Palestine and Trans-Jordan.

6. The Defendants will refer to the said Treaty for the provisions of Article 77 thereof which provisions are not fully set out in the Statement of Claim. In particular the said Article 77 contains a provision which governs and restricts the words of translation set out in paragraph 6 of the Statement of Claim and is as follows: "Les dispositions du présent Article ne sont applicables ni aux contrats de concession ni aux transferts de concessions."

7. Paragraph 7 of the Statement of Claim is specifically denied.

8. The Defendants will refer to the provision of Article 9 of Protocol XII of the said Treaty for its full terms and provisions. The Defendants specifically deny that the said Colonel Maitland Edwards was ever a beneficiary under a concessionary contract entered into before the 29th October 1914 with the Ottoman Government or was ever within the category of "bénéficiaires de contrats de concession passés avant le 29 Octobre 1914 avec le Gouvernement ottoman ou toute autorité locale ottomane" and the Defendants further specifically deny every other allegation contained in paragraph 8 of the Statement of Claim.

9. By the provisions of Article 1 of Protocol XII of the said Treaty the only concessionary contracts and subsequent agreements relating thereto which were maintained were those duly entered into before the 29th October 1914 between the Ottoman Government or any local authority on the one hand, and nationals (including Companies) of the Contracting Powers, other than Turkey, on the other hand. The Defendants will further refer (*inter alia*) to and will rely upon the effect of the provisions of Articles 9 and 10 of Protocol XII of the said Treaty. The Defendants will contend that the alleged Concession referred to in the Statement of Claim and any alleged assignments or transfers of the said alleged Concession had ceased to have and/or did not have any effect or validity prior to the said Treaty and/or were not maintained by the provisions of the said Treaty.

10. Each and every allegation contained in paragraph 9 of the Statement of Claim is specifically denied and the Defendants specifically deny that the said or any

agreements were made or if purported to have been made that the said or any agreements ever vested the said or any rights or title or interests in the Plaintiffs or that the said or any agreements were or are valid and enforceable in law or that the recited conditions and stipulations in the said agreements were ever performed or fulfilled or that at the said respective dates of the said agreements the purported transferors thereunder were possessed of the said or any rights title or interests.

11. Save as herein already expressly referred to the Defendants make no admissions as to any allegation contained in the Statement of Claim.

12. By a Deed made the 1st January 1930 between His Excellency the High Commissioner for Palestine and for Trans-Jordan for and on behalf of the Governments of the said two countries by the Crown Agents for the Colonies and the Defendants the Defendants were granted and demised by the said Governments for the term of 75 years from the said date (*inter alia*) certain concession lands and the sole and exclusive right to obtain by evaporation or otherwise howsoever the mineral salts minerals and chemicals in and beneath the waters of the Dead Sea and to render marketable sell and dispose of the same. The Defendants will refer as fully as may be necessary to the precise provisions of the said Deed. The Defendants have not acted save under the powers and concessions granted to them by the said Deed and any acts of the Defendants complained of in this Action are acts which the Defendants are entitled to do under the terms of the said Deed. In making the said grant the said High Commissioner was performing an act of State and the Plaintiffs cannot be heard to impugn the validity of the said grant. At all times since the 1st January 1930 the Plaintiffs have well known the facts set out in this paragraph.

13. By reason of the matters herein set out the Defendants deny that the Plaintiffs are entitled to any relief as claimed or at all.

14. The Defendants will contend that in law the action is not maintainable.

15. By reason of the matters herein set out the Defendants deny that they have acted in derogation of any rights of the Plaintiffs as alleged or at all and deny that the Plaintiffs have suffered any damage as alleged or at all and deny that the Plaintiffs are possessed of the rights as alleged or at all.

16. The Defendants will submit that by reason of the fact that the Plaintiffs' claim relates to and/or is founded upon the Plaintiffs' alleged title and/or interest in land and/or inland waters situate abroad and/or to rights in or over land and/or inland waters situate abroad as alleged in paragraphs 1 to 9 of the Statement of Claim and furthermore by reason of the fact that the alleged acts and alleged intended or threatened acts complained of by the Plaintiffs in paragraphs 10 to 12 of the Statement of Claim are alleged to be in derogation of the Plaintiffs' alleged title to and/or interest in land and/or inland waters situate abroad and/or to rights in or over land and/or inland waters situate abroad which title and/or interest are disputed as appears from this Defence, this Honourable Court has no jurisdiction to adjudicate upon the Plaintiffs' claims. The Defendants will further submit that this Honourable Court has no jurisdiction or power to grant to the Plaintiffs any of the relief which is claimed.

17. The Defendants will further submit that the Plaintiffs' action is not maintainable for the reason that each of the alleged acts or alleged intended or threatened acts complained of by the Plaintiffs in paragraphs 10, 11 and 12 of the Statement of Claim is an act alleged to have been done abroad or alleged to be intended and threatened to be done abroad and each of such alleged acts and alleged intended and threatened acts is an act which was and is justifiable by the law of the place where it is alleged that such act was done or where it is alleged that such act is intended and threatened to be done.

18. The Defendants will further submit that the Plaintiffs' action is not maintainable in that the Plaintiffs ought not to be heard to assert that any rights title or interests are vested in them by reason of or pursuant to the provisions of the Treaty of Lausanne and the Protocols thereto the making of which was a prerogative act on the part of His Britannic Majesty, and (save in so far as the provisions of such Treaty and Protocols thereto have by Statute or otherwise force and effect as law) the Plaintiffs ought not to be heard to rely upon any provisions of such Treaty or of the Protocols thereto. The Defendants will further submit that if the said Treaty and the Protocols thereto have the effect alleged by the Plaintiffs in paragraph 8 of the Statement of Claim (which is denied) the claim (if any) which the Plaintiffs are thereby entitled to make is not a claim against the Defendants or any claim which can be adjudicated upon in this Action and the Defendants will further submit that the Statement of Claim discloses no cause of action against the Defendants.

COUNTERCLAIM.

~~16.~~ 19. The Defendants repeat paragraphs 2, 3, 4, 5, 6, 8, 9, 10 and 12 hereof.

THE DEFENDANTS COUNTERCLAIM:—

- (1) A declaration that the Plaintiffs are not entitled to extract salts from the waters of the Dead Sea.
- (2) A declaration that the Plaintiffs have no rights title or interests in respect of any Concession for the extraction and exploitation of any salts from the waters of the Dead Sea either under a Concession certified by the Minister of Mines and Forests of the Ottoman Empire on the 1st February 1913 or otherwise or at all.
- (3) A declaration that a purported Concession for the extraction and exploitation of salts dissolve in the waters of the Dead Sea purported to have been granted by a Firman signed by His Majesty the Sultan of the Ottoman Empire and certified by the Minister of Mines and Forests on the 1st February 1913 and purported assignments or transfers of any right or title or interest in such purported Concession are null and void and of no effect.

JOHN W. MORRIS.
JOHN W. MORRIS.

Delivered the 29th day of April 1932 by HERBERT OPPENHEIMER, NATHAN & VANDYK of 1 Finsbury Square London E.C.2, Solicitors for the Defendants.

Re-Delivered as Amended this 15th day of December 1932 by Herbert Oppenheimer, Nathan & Vandyk of 1 Finsbury Square E.C.2, Solicitors for the Defendants.

Enclosure 3 in No. 43.

1932.—B.—No. 191.

IN THE HIGH COURT OF JUSTICE.
KING'S BENCH DIVISION.

Fos. ~~7.~~ 10.

BETWEEN PAUL BERLOTY, HENRI CAVREL, JULES CHAMPERTIER DE RIBES, OLIVIER DU BOULLAY, GABRIEL DECHELETTE, MARCEL DECHELETTE, MARC DECHELETTE, GASTON GIROD, PAUL ANDRE KIENER, CHRISTIAN DE ROTHIACOB, RAIMOND DE ROTHIACOB (Married Woman), CHARLES ZANG, GUY DU BOULLAY and KHUSROO DORAB VAGIA (Plaintiffs), and PALESTINE POTASH LIMITED (Defendants).

AMENDED

REPLY AND DEFENCE TO COUNTERCLAIM.

1. Except in so far as it consists of admissions, the Plaintiffs join issue with the Defendants on their *Amended* Defence herein.
2. The Plaintiffs specifically deny that the contract in writing dated the 14th April 1923 was ever cancelled as alleged in paragraph 2 of the *Amended* Defence and Counterclaim or at all: the alleged document, alleged to be dated the 23rd February 1927, and the alleged terms and conditions thereof, are also specifically denied.
3. The Plaintiffs deny every allegation in paragraph 3 of the *Amended* Defence and Counterclaim: they deny that the said assignments were or are null and void as alleged or at all, or that the said concession was or is void or forfeited or cancelled as alleged or at all.
4. The Plaintiffs deny that the meaning and/or effect of the said Treaty and/or of the said Conventions, Protocols and/or Articles is or was as alleged in paragraphs 5, 6 or 9 of the *Amended* Defence and Counterclaim.
5. Paragraph 12 of the *Amended* Defence and Counterclaim is specifically denied; in particular, the Plaintiffs deny that the alleged Deed of Grant was made as alleged or at all or that the Defendants derived any right or title therefrom as alleged or at all. *The said Crown Agents for the Colonies had no power or authority to execute the said alleged Deed of Grant on behalf of the said High Commissioner and the said alleged Deed of Grant is a nullity.* If the alleged Deed of Grant was made (which is denied) the said High Commissioner was not thereby performing an Act of State as

alleged or at all. *Further and in any event neither the said High Commissioner nor the said Crown Agents for the Colonies had power or authority to make the alleged grant or demise or to execute the said alleged Deed of Grant on behalf of the Government of Trans-Jordan. The Plaintiffs will refer inter alia to an Agreement between His Britannic Majesty and the Amir of Trans-Jordan signed on February 20th 1928 and ratified on October 31st 1929.*

6. By way of Defence to the Counterclaim, the Plaintiffs repeat their Statement of Claim and their *Amended* Reply herein, and say that for the reasons therein appearing the Defendants are not entitled to maintain any action for or to have any of the relief claimed by them.

7. The Plaintiffs deny every allegation of fact in the *Amended* Defence and Counterclaim as if set out herein and traversed *seriatim*.

GORDON ALCHIN.

GORDON ALCHIN.

Delivered the 18th day of May 1932 by BALLANTYNE CLIFFORD & Co., 24, St. Mary Axe, E.C.3, Solicitors for the Plaintiffs.

Re-Delivered the 29th day of December 1932 by Ballantyne Clifford & Co., 24 St. Mary Axe E.C.3, Solicitors for the Plaintiffs.

17317/33 [No. 2].

No. 44.

MR. H. G. BUSHE (COLONIAL OFFICE)

to

MR. G. STUART KING (TREASURY SOLICITOR'S OFFICE).

[Answered by No. 46.]

DEAR KING,

Downing Street, 21st February, 1933.

WITH reference to your letter of the 27th January* regarding the French claim against Palestine Potash Limited, the following information may help you:—

Trans-Jordan Constitution.

Trans-Jordan was excluded from the Palestine Order in Council of 1921 by an Order of the High Commissioner dated the 1st September, 1922, passed under Article 86 of the Order in Council. I enclose copies of the Order in Council† and of the relevant Order.†

The Trans-Jordan Constitution is contained in (a) the Agreement† of 1928 between His Majesty and the Amir of Trans-Jordan (ratified on the 31st of October, 1929), and (b) the Organic Law,† which commenced to operate on the 16th April, 1928. I attach copies of each.

The provisions of the Mandate for Palestine apply to Trans-Jordan, with the exception of the Articles, or parts of Articles, which were excluded from application by the British memorandum of the 16th of September, 1922. This is published, together with the Mandate, in Command 1785. I attach a copy. Since the Agreement with the Amir, His Majesty's Government carry out their mandatory responsibilities for Trans-Jordan by means of that Agreement.

Authority to grant concessions on behalf of Trans-Jordan.

When the grant of the Dead Sea Salts Concession was under consideration it was decided that the 1928 Agreement, under Article 17 of which the Amir undertakes to be guided by the advice of His Britannic Majesty in all matters concerning the granting of concessions . . . did not apply, as it had not been ratified.

The grant of the concession, so far as Trans-Jordan is concerned, was made in conformity with the terms of the first sentence of Article 11 of the Mandate, in conjunction with the last sentence of paragraph 2 of the British memorandum of 16th

* No. 43.

† Not printed here.

September, 1922 (see pages 4 and 11 of Command 1785). The Trans-Jordan Government were consulted about the concession and concurred in its terms. Further, they authorized the Crown Agents by a document,* of which I enclose a copy, to sign the preliminary agreement and concession on behalf of the Trans-Jordan Government. The concession was made between Sir John Chancellor as High Commissioner for Palestine and Trans-Jordan, and Palestine Potash Limited. It was signed on his behalf by one of the Crown Agents acting under the authority of Sir John Chancellor and the Amir.

I enclose for your perusal and return a copy of Colonial Office print Middle East No. 17. You will find a connected account of the proceedings in this matter if you read paragraphs 15 and 16 of 30, 33, paragraph 3 of 37, 43 and enclosure, 47 and 50.

Yours, &c,
H. G. BUSHE.

17317/33 [No. 3].

No. 45.

NOTE REGARDING THE PALESTINE POTASH CONCESSION.

MR. NOVOMEYSKY, when he called to see Mr. Parkinson to-day, stated that he had written to the High Commissioner asking him if an Ordinance could be passed giving the Palestine Potash Concession the force of law. This was necessary, or at any rate very desirable, in view of certain provisions in the Concession, notably that regarding the expropriation of land. Mr. Novomeysky understood that this would necessitate parallel legislation both in Trans-Jordan and Palestine, but he gathered from Colonel Cox that there should be no great difficulty in getting the law through the Trans-Jordan Legislature. As regards Palestine, he gathered that it might be necessary to consult the Secretary of State, owing to the possible bearing upon the suggestion of the pending French claim against the Company.

Mr. Parkinson explained that, in any case, a draft Palestine Ordinance would have to be submitted to the Secretary of State for his approval, and that, in the event of approval being given, it would require normally to be published for a month in the *Palestine Gazette*. As regards the French claim, he could not express any opinion; it seemed possible that, in addition to consulting our own legal advisers, the Colonial Office might have to refer the matter to the Foreign Office. For the present, we could only await a communication from the High Commissioner.

O. G. R. WILLIAMS.

23rd February, 1933.

17317/33 [No. 4].

No. 46

MR. G. STUART KING (TREASURY SOLICITOR'S OFFICE)

to

MR. H. H. DUNCAN (COLONIAL OFFICE).

[Answered by No. 47.]

DEAR DUNCAN, Treasury Solicitor's Office, 28th February, 1933.

I UNDERSTAND that Bushe is no longer available, and I assume that I am right in addressing this letter to you.

I HAVE been looking into the documents Bushe sent me with his letter of the 21st† respecting the Palestine Potash, Limited, case, and have come to the conclusion that there is a point which I must ask you to consider further, with regard to the form of the document by which the Concession was granted.

This document, I understand (I do not appear to have a copy), was entered into by the High Commissioner for Palestine and the High Commissioner for Trans-Jordan as the parties making the grant, and was signed on the High Commissioner's behalf by the Crown Agents for the Colonies. The Plaintiffs have attacked the validity of the grant so far as regards Trans-Jordania on the ground that it was in this respect made without proper authority; this attack gives rise to two questions. Was the grant made by the proper parties and were the Crown Agents for the Colonies authorized

* Enclosure 2 in No. 43 in Middle East No. 17.

† No. 44.

to sign the actual document? So far as regards the latter point, I do not think any difficulty arises as I think the document of the 6th January, 1929,* a copy of which is printed on page 61 of "Middle East" No. 17, was a sufficient authority to the Crown Agents to sign the actual document. But what I have not yet been able to satisfy myself is that the High Commissioner for Trans-Jordan had either any inherent authority or was given the actual authority to make the grant on behalf of Trans-Jordania.

The position as I see it is that as soon as the Organic Law came into force (16th April, 1928), all executive authority in Trans-Jordania was vested in the Amir and could only be exercised in accordance with its provisions. Article 67 vests all rights in and in relation to public lands, mines and minerals in Trans-Jordania in the Amir and Article 68 authorizes the Amir in Council to make grants thereof, provided that such grants were not made otherwise than in conformity with law. I understand that there is no special law regulating the making of grants of this character; it would therefore be open to the Amir in Council to adopt such form as they thought fit. At the same time whatever be the form adopted the grant must, having regard to the provisions of Article 68, be clearly demonstrable as having been made with the direct authority of the Amir in Council.

If I am right in this, it follows that as from the 16th April, 1928, the High Commissioner for Trans-Jordan had no inherent authority to make grants of mines or minerals in Trans-Jordan; whether before that date he possessed such authority is immaterial.

It is in these circumstances necessary to see whether the necessary authority to grant this particular Concession on behalf of the Trans-Jordan Government was given to the High Commissioner and, if so, by what means.

The documents in "Middle East" No. 17 contain a number of passages relating to this question. In his despatch of the 11th October, 1928,† (Document 30) the officer administering the Government of Palestine refers to the question of the participation of Trans-Jordan (paragraph 15). He states that he has been advised that the proper course would be that there should be one document in which both Governments should concur in making the grant. This proposal is accepted by the Colonial Office‡ (Document 33) and the High Commissioner for Palestine is instructed to procure the necessary authority from the Trans-Jordan Government, and it is suggested that both the Palestine and Trans-Jordan Governments should authorize the Crown Agents to sign the Concession on their behalf.

Further correspondence respecting the terms of the Concession followed, and the Colonial Office in a despatch of 29th November, 1928§ (Document 37) again stated that it would be necessary for both the Governments to authorize the Crown Agents to sign the preliminary agreement and the Concession on their behalf. The necessary authority from the Government of Palestine was conferred by the High Commissioner's despatch of 17th January, 1929|| (Document 43). With that despatch was sent also the document of 6th January, 1929, by which the Amir in Council of Trans-Jordan authorized the Crown Agents to sign the preliminary agreement and concession on Trans-Jordan's behalf. The despatch also enclosed a form of the proposed Preamble to the Concession, in which it is recited that the Government of Trans-Jordan has requested the High Commissioner for Trans-Jordan to act on behalf of the Government of Trans-Jordan in the grant of any Concession for the development of these minerals.

It will be appreciated that the authority to sign the document and the authority to make the grant are two distinct matters. The document of 6th January, 1929, deals only with the latter point, and I have not found among the documents before me anything which supports the alleged request to which I have just referred. I understand that the recitals do not appear in the final form of the document, but the document is none the less entered into (so far as Trans-Jordan is concerned) by the High Commissioner for Trans-Jordan. What I am anxious to discover is whether there is any document authorizing the High Commissioner to make the grant, or what, if any, other evidence can be produced to substantiate the fact that it was given.

Unless the High Commissioner was given this authority, I am bound to confess that I feel there is a serious gap, the existence of which might be regarded as invalidating the Concession so far as Trans-Jordan is concerned. The Plaintiffs have already raised this point and unless the preliminary objection to the Plaintiffs' case based on the ground that as the title to land in a foreign country is in issue, the matter is not

* Enclosure 2 in No. 43 in Middle East No. 17.

† No. 30 in Middle East No. 17.

‡ No. 33 in Middle East No. 17. § No. 37 in Middle East No. 17. || No. 43 in Middle East No. 17.

one with which the Courts here are competent to deal, is successful, I am afraid that this point respecting the validity of the Concession will be directly raised.

The point may to some extent be regarded as a technical one, but it is the sort of point which in English law at any rate would have to be cured before rights arising under any such document could be established.

I shall be glad, therefore, if you will have further inquiries made into the history of the matter with a view to ascertaining how far the point I have raised can be met. I gather that there are political reasons why it may not be advisable to adopt the device (which might otherwise afford a satisfactory solution of the difficulty) of a confirmatory grant. If this be so, it is all the more important that the chain of authority should be strictly proved. It may be that there is something in the nature of a minute by the Executive Council of Trans-Jordan to which reference can be made. If so, I should like to have a copy of it.

If however there is no documentary evidence available, we shall, I think, have to consider very seriously what course we should adopt. As this question is one which, quite apart from the circumstances of the present litigation, affects the rights of the concessionaires, I have not thought it advisable to answer their letter (a copy of which I sent Bushe with my previous letter*) at present. Before I do this, we must, I think, either be in a position to give a satisfactory explanation of the course in fact adopted with regard to the form of the Concession Instrument or else we must have made up our minds what it is we propose to do if they think it necessary to obtain a confirmatory grant or in any other way to cure the defect in their title.

Yours, &c.,
G. STUART KING

17317/33 [No. 5].

No. 47.

MR. H. H. DUNCAN (COLONIAL OFFICE)

to

MR. G. STUART KING (TREASURY SOLICITOR'S OFFICE).

DEAR KING.

Downing Street, S.W.1, 24th March, 1933.

WITH reference to your letter of the 28th of February† and our telephone conversation of the 16th March, I enclose a copy of the Annual Report of Palestine and Trans-Jordan for the year 1929.‡ In Appendix II to this Report on page 182, you will find the terms of the concession granted to Palestine Potash, Limited.

With regard to the points raised in your letter, you will see that the Preamble of the Concession states that "This Deed is made . . . between His Excellency Sir John Robert Chancellor . . . High Commissioner for Palestine and High Commissioner for Trans-Jordan for and on behalf of the Governments of the said two countries (hereinafter called 'the Government') . . . by the Crown Agents . . . of the one part and Palestine Potash, Limited, . . . of the other part"; that Article 1 of the Concession defines "the Government" as "the Governments of Palestine and Trans-Jordan jointly"; and that Article 2 states "The Government hereby grants and demises to the Company—First: The Concession Lands." The Amir had the draft Concession before him when he authorized the Crown Agents to sign it (see the document dated the 6th of January, 1929, printed on page 61 of Colonial Office Print M.E. No. 17, a copy of which was enclosed in Bushe's letter of the 21st February§).

It appears, therefore, that the question to be determined is whether, having regard to the terms of the Concession, this authorization is not tantamount to a grant of the Concession by the Amir so far as Trans-Jordan is concerned. If you still feel doubtful about the position we might arrange a convenient time to discuss the matter.

Yours, &c.,
H. DUNCAN.

* No. 43.

† No. 46.

‡ Colonial No. 47.

§ No. 44.

17317/33 [No. 13].

No. 48.

MESSRS. H. OPPENHEIMER, NATHAN AND VANDYK to COLONIAL OFFICE.

[Answered by No. 50.]

SIR,

1, Finsbury Square, E.C.2, 1st July, 1933.

Dead Sea Concession.

Palestine Potash Ltd. ats Berloty & Others.

THE Plaintiffs in the above Action have obtained an Order of the Court requiring our clients, the Defendants, to make a Further Affidavit of Documents and in particular to disclose the undermentioned specific documents:—

- (1) Correspondence passing between M. A. Novomeysky and/or Dr. Vriesland and/or Lord Lytton and/or Defendants' Solicitors on the one hand and the Colonial Office on the other hand with reference to the Concession referred to in the Statement of Claim and/or Salts of the Dead Sea between 1st January, 1930, and the date of the Writ herein.
- (2) The like between the same parties and the Foreign Office with reference to the same matters between the same dates.

Our clients have already unconditionally disclosed in a former Affidavit several documents which come within the above categories, but before disclosing others, in the Further Affidavit, we are instructed to inquire whether the Secretary of State desires our clients to claim privilege from production in respect of any of the further documents which may affect your Department, upon the grounds of the interest of the State and the public service which might be prejudiced by such production.

In order to facilitate reference we are sending you herewith bundles containing copies of:—

- (a) The documents already disclosed, and
- (b) The further documents proposed to be disclosed under the Order,

in relation to, or arising out of, the correspondence with the Foreign Office and your Department above referred to.

You will observe that several of the letters are of a purely formal character in respect of which there can be, we imagine, no object in making a claim for privilege from production, but we have considered it desirable to let you have copies of all we have disclosed and are disclosing.

It will be observed from the bundle (b) that we have not a copy of Lord Lytton's letter to Mr. Cowell of the 25th July, 1930,* and we shall be greatly obliged if you can let us have a copy, if not for production, should you desire privilege claimed, then for our own files.

We are addressing a similar communication to the Foreign Office, with regard to such of the documents in respect of which the Secretary of State for Foreign Affairs may think fit to put forward a claim of privilege from production for the reasons stated.

As we are subjected to a time limit under the Order of the Court we should be grateful for an early reply.

We are, &c.,
HERBERT OPPENHEIMER, NATHAN & VANDYK.

* Enclosure in No. 50.

17317/33 [No. 14].

No. 49.

MESSRS. H. OPPENHEIMER, NATHAN & VANDYK to COLONIAL OFFICE.

[Answered by No. 50.]

SIR,

1, Finsbury Square, E.C.2, 3rd July, 1933.

*Dead Sea Concession.**Palestine Potash Ltd. ats Berloty & Others.*

REFERRING to our letter of the 1st instant,* we are sending you herewith copies of further documents proposed to be disclosed and which should have been included in the bundle (b) referred to in our said letter.

As, in pursuance of a final Order of the Court, we are obliged to file the Defendants' Further Affidavit by noon on Saturday next, the 8th instant, we shall be glad to hear from your Department as early as possible.

We are, &c.,
HERBERT OPPENHEIMER, NATHAN & VANDYK.

17317/33 [No. 15].

No. 50.

COLONIAL OFFICE to MESSRS. H. OPPENHEIMER, NATHAN & VANDYK.

[Answered by No. 52.]

GENTLEMEN,

Downing Street, 6th July, 1933.

I AM directed by Secretary Sir Philip Cunliffe-Lister to acknowledge the receipt of your letters of the 1st and 3rd July† respectively enclosing certain documents which have been disclosed and further documents which it is proposed to disclose to the plaintiffs in the cause Berloty and others v. Palestine Potash, Limited.

2. I am to inform you that, so far as this Department is concerned, there is no objection to the disclosure of the further documents.

I enclose as requested a copy of Lord Lytton's letter of the 25th July, 1930, to Mr. Cowell. There is no objection to this letter being disclosed.

I am, &c.,
T. W. DAVIES.

Enclosure in No. 50.

DEAR MR. COWELL,

Knebworth House, Knebworth, 25th July, 1930.

I AM anxious to see you on the subject of the French claim in Palestine. I see that the Government has announced that they will submit the question to arbitration, on certain conditions, but the conditions were not specified. I should be grateful if you could let me know what these conditions are, and whether they are accepted by the French.

Would it suit you if I were to call at the Colonial Office and see you on Monday next at 4 o'clock?

Believe me, &c.,
LYTTON.

* No. 48.

† Nos. 48 and 49.

17317/33 [No. 17].

No. 51.

FOREIGN OFFICE to COLONIAL OFFICE.

THE Under-Secretary of State for Foreign Affairs presents his compliments to the Under-Secretary of State for the Colonies and, by direction of the Secretary of State, transmits herewith copies of correspondence with Messrs. H. Oppenheimer, Nathan and Vandyk, regarding the Dead Sea Salts Concession.

Foreign Office,
7th July, 1933.

Reference to previous correspondence · Foreign Office letter of 22nd April, 1931.*

Enclosure 1 in No. 51.

Herbert Oppenheimer, Nathan and Vandyk,
1, Finsbury Square, E.C.2, 3rd July, 1933.

For the attention of Mr. Beckett.

SIR,

*Dead Sea Concession.**Palestine Potash Ltd. ats Berloty and Others.*

REFERRING to our letter of the 1st instant, we are sending you herewith copies of further documents proposed to be disclosed and which should have been included in the bundle (b) referred to in our said letter.

As, in pursuance of a final Order of the Court, we are obliged to file the Defendants' Further Affidavit by noon on Saturday next, the 8th instant, we shall be glad to hear from your Department as early as possible.

We are, &c.,
HERBERT OPPENHEIMER, NATHAN AND VANDYK.

The Under-Secretary of State for Foreign Affairs.

Enclosure 2 in No. 51.

GENTLEMEN.

Foreign Office, S.W.1, 6th July, 1933

I AM directed by Secretary Sir John Simon to acknowledge the receipt of your letters of 1st July and 3rd July regarding the disclosure of certain documents concerning the concession granted to Palestine Potash Limited for the extraction of salts from the Dead Sea.

2. In reply, I am to inform you that Sir John Simon does not consider it necessary that privilege from production should be claimed either for the documents in bundle (b) enclosed in your letter of 1st July or for those enclosed in your letter of 3rd July, or for Lord Lytton's letter of 17th April, 1931, to Mr. Rendel, of which a copy is enclosed herein in accordance with the request contained in your letter of 1st July.

I am, &c.,
G. W. RENDEL.

Messrs Herbert Oppenheimer, Nathan and Vandyk.

* 87117/31 [No. 1]: not printed.

17317/33 [No. 16].

No. 52.

MESSRS. H. OPPENHEIMER, NATHAN & VANDYK to COLONIAL OFFICE.

SIR,

1, Finsbury Square, E.C.2, 7th July, 1933.

Palestine Potash, Ltd., ats Berloty & Others.

WE have received Mr. Davies' letter of yesterday's date* enclosing a copy of Lord Lytton's letter to Mr. Cowell of the 25th July, 1930, for which we are obliged

We note that your Department is raising no objection to the disclosure of the further documents.

We are, &c.,
HERBERT OPPENHEIMER, NATHAN & VANDYK.

17317/33 [No. 21].

No. 53

MR. G. STUART KING (TREASURY SOLICITORS' OFFICE)

to

MR. H. G. BUSHE (COLONIAL OFFICE).

DEAR BUSHE,

Treasury Solicitors' Office, 27th September, 1933.

IN the early part of this year we had some correspondence with respect to the French claim against the Palestine Potash Limited, and in the course of it a question arose respecting the authority given by the Amir of Trans-Jordania in connexion with the grant of the Concession. You drew my attention to a document dated the 6th January, 1929,† signed by the Amir and by members of his Council, a copy of which is printed in Colonial Office Print, Middle East No. 17.

I forwarded a copy of this document to Nathan, Oppenheimer and Company, and they have now asked us to obtain the original for production in Court. I do not know where this may be, but I shall be glad if you will set in motion the necessary inquiries and endeavour to obtain it. The document in terms refers to a draft of the Concession which was apparently attached to it; this draft should also be produced.

Rather to my surprise, the Solicitors have not raised any point about the sufficiency of this document as an authority for the signing of the Concession, concerning which I had, and still have, some doubts.

Yours, &c.,
G. STUART KING.

17317/33 [No. 22].

No. 54.

PALESTINE.

THE SECRETARY OF STATE to THE OFFICER ADMINISTERING
THE GOVERNMENT

[Answered by No. 59.]

(Confidential (4).)

SIR,

Downing Street, 11th October, 1933.

I HAVE the honour to inform you that in connexion with the case of Berloty and Others *versus* Palestine Potash Limited, the Company's Solicitors wish to produce in Court the original document signed by the Amir of Trans-Jordan and his Ministers on the 6th of January, 1929, a copy of which formed the second enclosure to Sir John Chancellor's Confidential despatch of the 17th of January, 1929.‡

2. I shall be glad therefore if you will furnish me with the original document, and the copy of the Concession which was attached to it, if available.

3. I should be glad if you would also inform me whether this document is signed by the Amir in Council in the form usual in such cases.

I have, &c.,
P. CUNLIFFE-LISTER.

* No. 50.

† Enclosure 2 in No. 43 in Middle East 17.

‡ No. 43 in Middle East No. 17.

17317/33 [No. 24].

No. 55.

MR. G. STUART KING (TREASURY SOLICITOR'S OFFICE)

to

MR. H. G. BUSHE (COLONIAL OFFICE).

[Answered by No. 57.]

DEAR BUSHE,

Treasury Solicitor's Office, 20th October, 1933.

Palestine Potash, Limited.

I ENCLOSE a copy of a letter from Nathan, in which he asks for good offices at Angora in connexion with certain inquiries he is making of the Turkish authorities.

I am not clear whether anything could properly be done, but perhaps you will consider whether you could ask the Foreign Office to write to their people there on the subject.

Yours, &c.,
G. STUART KING.

Enclosure in No. 55.

Herbert Oppenheimer, Nathan & Vandyk,
1, Finsbury Square, E.C.2, 18th October, 1933.

DEAR SIR,

Palestine Potash, Limited, ats Berloty and Others.

WE duly received your letter of the 3rd instant and observe that no objection is taken to the course proposed to be adopted on the question of the jurisdiction, viz., that no steps should be taken by our clients to have the point as to jurisdiction set down as a preliminary issue before the trial.

We also note that inquiries are being made as to the whereabouts of the original document of the 6th of January, 1929, and the document therein referred to as attached, and that we shall hear from you further thereon in due course.

Since Major Nathan's call upon you on the 14th of August last a further question has arisen upon which you may be able to assist our clients. As you are aware our clients, by paragraph 3 of their Defence, deny the title of the Plaintiffs to the alleged Turkish Concession, and specifically plead that the formalities of transfer and requirements of law in relation to the alleged Assignments never took place and that such Assignments are therefore null and void. In support of this contention our clients are advised that in order to legalize any such assignment or transfer certain procedure should have been adopted by way of authorization and registration in conformity with the Mining Law of 26th March, 1909, as modified by the Law of 30th April, 1915.

Mr. H. E. Pears, our representative at Istanbul, has been endeavouring to obtain an inspection of the Records there and at Angora in order to verify the fact that no registration of any Assignment has taken place, and the Chief Official of the Mining Department at Istanbul has informed him that no dossier or record can be found there, and also that there is no record of it having been forwarded to Angora. Mr. Pears thereupon addressed a request in relation to the matter to the Head Office of the Department of Mines at Angora, and followed this up by a personal request for an inspection of, or information from, the Register, but the Department has refused to give any information to anyone unless possessed of a Power of Attorney from an interested party or parties, i.e., if our information is correct, the original Concessionaires.

In these circumstances we have been instructed by our clients to inquire whether it would be possible to obtain the information by inquiry by you through the Embassy at Angora.

Yours, &c.,
HERBERT OPPENHEIMER, NATHAN & VANDYK.

The Treasury Solicitor.

42

17317/33 [No. 25].

No. 56.

MR. H. F. DOWNIE (COLONIAL OFFICE)

to

MR. A. K. HELM (FOREIGN OFFICE).

[Answered by No. 60.]

DEAR HELM,

Downing Street, S.W.1, 23rd October, 1933.

WITH reference to our official letter of the 20th July* about the French claim against Palestine Potash Limited, I enclose a copy of a letter from Stuart King† and should be glad if you would let us know whether anything can be done officially or otherwise, through diplomatic channels to help the Company's solicitors to get the information they desire.

Yours, &c.,

H. F. DOWNIE

17317/33 [No. 26].

No. 57.

MR. H. G. BUSHE (COLONIAL OFFICE)

to

MR. G. STUART KING (TREASURY SOLICITOR'S OFFICE).

DEAR KING,

Downing Street, S.W.1, 23rd October, 1933.

WITH reference to your letter of the 20th October† about the French claim against Palestine Potash Limited, we are asking the Foreign Office whether anything can be done to help the Company's solicitors in the matter.

Yours, &c.,

H. GRATTAN BUSHE.

17317/33 [No. 27].

No. 58.

FOREIGN OFFICE to BRITISH EMBASSY AT ANGORA.

(Copy received in Colonial Office, 4th November, 1933.)

DEAR CHANCERY,

Foreign Office, S.W.1, 1st November, 1933.

WITH reference to correspondence ending with your despatch of 2nd October, 1932,‡ about the French claim against Palestine Potash Limited, we enclose a copy of a letter§ from Messrs. Herbert Oppenheimer, Nathan and Vandyk to Stuart King of the Treasury Solicitor's Department.

2. As you will see from this letter Mr. Pears, who is acting in Constantinople for the above-mentioned firm of solicitors, appears to be meeting with some difficulty in securing certain information which it is important that he should obtain in the interests of Palestine Potash Limited whose interests in this litigation coincide largely with those of His Majesty's Government.

3. This does not seem to be a matter which you can take up officially with the Turkish Government, but we shall be glad if you will find out from Mr. Pears what assistance he would like and give it to him in so far as local circumstances permit.

Yours, &c.,

EASTERN DEPARTMENT.

* 17317/33 [No. 18]: not printed. † No. 55. ‡ No. 41. § See enclosure in No. 55.

43

17317/33 [No. 31].

No. 59.

TRANS-JORDAN

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 4th December, 1933.)

(Confidential. "A.")

SIR,

Jerusalem, 25th November, 1933.

I HAVE the honour to refer to your despatch Confidential (4) of the 11th of October, 1933,* on the subject of the case of Berloty and Others versus Palestine Potash Limited, and to transmit herewith the original document signed by the Amir of Trans-Jordan and his Ministers on the 6th of January, 1929, a copy of which formed the second enclosure to Sir John Chancellor's Confidential despatch of the 17th of January, 1929.†

The copy of the Concession‡ which was attached to the document is also enclosed.

2. With regard to the third paragraph of your despatch under reference, the British Resident has informed me that the document was signed by the Amir in Council in the form usual on such occasions.

3. I should be grateful if the document and the attachment might be returned in due course.

I have, &c.,

ARTHUR WAUCHOPE.

High Commissioner for Trans-Jordan.

17317/33 [No. 32].

No. 60

MR. A. K. HELM (FOREIGN OFFICE)

to

MR. H. F. DOWNIE (COLONIAL OFFICE).

[Answered by No. 62.]

DEAR DOWNIE,

Foreign Office, S.W.1, 5th December, 1933.

WITH reference to your letter of the 23rd October,§ about the French claim against Palestine Potash Limited, I send you a copy of a letter from the Angora Embassy in reply to our letter of 1st November|| (copy sent to you on 3rd November).

2. We presume that, as the Treasury Solicitor approached you in the first instance, you will pass on to him the substance of the Chancery letter. We also take it that you will not want either the Embassy or ourselves to do anything more in the matter at present.

Yours, &c.,

ALEX. K. HELM.

Enclosure in No. 60.

DEAR DEPARTMENT,

British Embassy, Angora, 25th November, 1933.

YOUR letter of the 1st November, about the French claim against Palestine Potash Limited.

Mr. Pears, whom we consulted, stated that he himself was convinced that the plaintiffs had never taken the necessary measures to validate the contract which set forth the terms of their purchase of the Concession in 1923, this conviction being based on his researches in Constantinople and also on his personal knowledge of the circumstances of the transfer.

Mr. Pears expressed doubt as to whether any intervention on the part of the Embassy, official or otherwise, would induce the Department of Mines at Angora to waive their insistence on the production of a Power of Attorney by an interested party before consenting to give any information on the subject. Moreover, he added, he

* No. 54. † No. 43 in Middle East No. 17. ‡ Not printed here. § No. 56. || No. 58.

himself was without any instructions at the moment, and he did not wish us to take any action until he received a reply to a letter which he proposed to address forthwith to Messrs. Herbert Oppenheimer, Nathan and Vandyk. Mr. Pears said that his personal view was that it was a mistake to take so much trouble to prove that the contract had never been validated when it was clearly incumbent on the plaintiffs to prove that it had.

Yours, &c.,
CHANCERY.

The Eastern Department,
Foreign Office.

17317/33 [No. 33].

No. 61.

MR. H. G. BUSHE (COLONIAL OFFICE)

to

MR. G. STUART KING (TREASURY SOLICITOR'S OFFICE).

[Answered by No. 63.]

DEAR KING,

Downing Street, S.W.1, 11th December, 1933.

WITH reference to my Secretary's letter of the 2nd of December,* I am enclosing the documents regarding the French claim against Palestine Potash, Limited, which have now arrived from Palestine. I shall be glad if you will let us have them back in due course. I also enclose a copy of a letter† from Helm of the Foreign Office enclosing a copy of a letter from the Angora Embassy on this subject.

Yours, &c.,
H. GRATTAN BUSHE.

17317/33 [No. 34].

No. 62.

MR. H. F. DOWNIE (COLONIAL OFFICE)

to

MR. A. K. HELM (FOREIGN OFFICE).

DEAR HELM,

Downing Street, S.W.1, 11th December, 1933.

MANY thanks for your letter of the 5th of December† enclosing a copy of a letter from the Angora Embassy about the French claim against Palestine Potash, Limited. We agree that nothing more need be done at present.

Yours, &c.,
H. F. DOWNIE.

17317/33 [No. 35].

No. 63.

MR. G. STUART KING (TREASURY SOLICITOR'S OFFICE)

to

MR. H. G. BUSHE (COLONIAL OFFICE).

DEAR BUSHE,

Treasury Solicitor's Office, 12th December, 1933.

MANY thanks for your letter‡ of yesterday enclosing what I assume are the original documents in the Palestine Potash affair; they are more picturesque than intelligible to me! I will see that they are returned in due course.

I agree that there is nothing further we need ask the Foreign Office to do at the moment.

Yours, &c.,
G. STUART KING.

* 17317/33 [No. 30A]: not printed.

† No. 60.

‡ No. 61.

17317/33 [No. 36].

No. 64.

MAJOR H. L. NATHAN (H. OPPENHEIMER, NATHAN AND VANDYK)

to

MR. H. G. BUSHE (COLONIAL OFFICE).

MY DEAR BUSHE,

Herbert Oppenheimer, Nathan and Vandyk,
1, Finsbury Square, E.C.2, 16th December, 1933.

Palestine Potash Limited.

I WRITE with reference to our conversation on the telephone to-day. I was speaking to you from the country and am dictating this letter to my office by telephone. You will therefore forgive my not signing it personally, but I want it to get to you first thing Monday morning without fail. This is the only way I can manage it.

You will well remember that my clients, the Palestine Potash Company, are being sued by French claimants who assert that they hold, as assignees, a valid pre-war Turkish Concession relative to the Dead Sea, and that my clients are not entitled to operate the Concession which they hold from the High Commissioner of Palestine and Trans-Jordan.

Since our last conference under your Chairmanship at the Colonial Office, the matter has proceeded a pretty long way, and we are now engaged in preparing for trial. Incidental to that preparation, the Plaintiffs have obtained an Order for a Commission to take evidence in Istanbul and/or Angora and a Letter of Request will be issuing in the course of a day or so, if indeed, it is not already issued.

Not only will the Plaintiffs, but in all likelihood we also, shall be calling evidence in Turkey; also we are issuing an Application on Monday or Tuesday for evidence to be taken on Commission in Palestine and/or Trans-Jordan. The evidence to be taken abroad must, of course, in accordance with the procedure here, be limited to questions of fact, and evidence as to Turkish, Palestinian and Trans-Jordanian law will be given verbally by experts at the actual trial in this country.

In view of the fact that the hearing in Turkey will probably be some time between the 12th and 15th January, and I have to make numerous inquiries there and see people on questions of evidence before the hearing; the present idea is that I should go out, leaving London on the 1st or 2nd January.

Meanwhile we have long consultations with Sir William Jowitt, K.C., Stuart Bevan, K.C., and our Junior Counsel as to evidence. Their formally written Opinion will probably not be ready until next week; meanwhile I have obtained a draft of the Opinion which we have been through with Counsel and represents, with merely minor modification, the Opinion which will actually become definitive. I enclose a copy of it herewith.*

You will see that there is a wide field of inquiry as to law and fact in relation to Turkey, Palestine and Trans-Jordan.

The hearing of the evidence in Palestine and Trans-Jordan is designed to take place immediately following upon the Commission in Turkey. You will appreciate that many of the points which have to be elucidated in Palestine and Trans-Jordan represent matters both of fact and of law where we shall be forced to rely to a large extent upon what we know will be helpful and courteous assistance of your Department, both formally and informally. Also, to some extent in those matters, but more particularly with reference to the Turkish situation, we shall require to consult with and seek the assistance of the Foreign Office, which has always so far been given to us with the same good-will and helpfulness as have been shown to us by you and your colleagues at the Colonial Office.

As I anticipate having to leave London for Turkey and thence to Palestine and Trans-Jordan, I am naturally anxious to consult the Colonial Office and the Foreign Office as early as possible and as fully as possible on the various points which arise out of Counsel's Opinion on Evidence, and more particularly and urgently, those which I may have to investigate while in Turkey, Palestine and Trans-Jordan.

It is therefore extremely urgent, since the Christmas holidays are upon us, to arrange a conference of those concerned. I would suggest that at the conference.

* Not printed.

under your Chairmanship, there should be your colleagues of the Colonial Office, Rendell and Beckett of the Foreign Office, at least one of our Counsel and possibly Sacher, whom, you will recall, is not only a Director of my client Company, but as having been the leading English lawyer in Palestine, together with Mr. Barr of my office, who is assisting me in this matter, and myself.

I know how difficult it is at short notice and immediately before the Christmas holidays to get the necessary people together, and I know that I, myself, am very full up with urgent professional business for many clients. As far as I am concerned, I could manage Wednesday or Thursday afternoon but I should much prefer, and it would give me great pleasure, if you and the others concerned would dine with me informally on Monday, Tuesday or Wednesday evening in a private room at the House of Commons, at, say, 7.30-8.0 p.m., or on Thursday or Friday somewhere else that I would arrange. We could then talk over our various problems at leisure and in every comfort over cigars and coffee.

If that would be agreeable to those concerned I should myself consider it not only a pleasant occasion but much the most convenient way of dealing with the matter, because one can sit down quietly and talk without worrying about who is coming on to the telephone next or what appointments one ought to be keeping but is breaking.

I would suggest the dinner, if it suits you and the others, but naturally I am entirely in your hands. I should be glad if you would make the arrangements and let me know as soon as you can what you have decided and arranged.

You may perhaps like to send a copy of the preliminary advice on evidence to the Foreign Office, so I am enclosing two copies.*

Yours, &c.,
H. L. NATHAN

17317/33 [No. 37].

No. 65.

MR. O. G. R. WILLIAMS (COLONIAL OFFICE)

to

MR. W. E. BECKETT (FOREIGN OFFICE).

DEAR BECKETT,

Downing Street, S.W.1, 18th December, 1933.

WITH reference to the French claim against Palestine Potash, Limited, I enclose a copy of a draft Opinion* of Sir William Jowitt, K.C., Stuart Bevan, K.C., and the Solicitors' Junior Counsel which Nathan has sent me for perusal. He explains that this draft represents, with merely minor modifications, the Opinion which will actually become definitive.

I take this opportunity to confirm that the meeting with Nathan and his Counsel has been fixed for 5 o'clock on Thursday in Bushe's room.

Yours, &c.,
O. G. R. WILLIAMS.

17317/33 [No. 39].

No. 66.

MAJOR H. L. NATHAN (H. OPPENHEIMER, NATHAN & VANDYK)

to

MR. H. G. BUSHE (COLONIAL OFFICE).

[Answered by No. 68.]

MY DEAR BUSHE,

1, Finsbury Square, E.C.2, 22nd December, 1933.

SINCE the consultation at the Colonial Office which you were kind enough to arrange last evening, I have had an opportunity both last night and again with our Counsel this morning of consulting with Maitre Salem.

Our consultations with him have naturally turned upon the important information he has brought to our notice with regard to the 1915 annulment of the Turkish Concession.

* Not printed.

It is a curious fact that, notwithstanding that annulment, the Turkish authorities in Angora should have issued in 1925 the Certificate, of which I send you a photostat and a translation,* although I think it is already within your knowledge.

It is obvious that the 1925 Certificate seems to be in flagrant contradiction to the 1915 annulment. On what basis the 1925 Certificate was issued we have been unable to ascertain, and as Beckett informed me yesterday, the Foreign Office has been unable, in spite of the efforts made by the British Embassy in Angora, to obtain any information from the Turkish Government as to the contents of the Register. It is possible that the Certificate was granted to a holder of the Turkish Concession who purposed to make an application under Section 95 of the Palestine Mining Ordinance, 1925, in which connexion see in particular Section 95 (2), and that it was afterwards ascertained that by reason of the exclusion, under the definition clause, of minerals in solution, the idea was abandoned. This is merely a suggestion as to the possible origin of the 1925 certificate.

The Plaintiffs will be basing themselves upon some irregularity in the 1915 annulment and/or upon the then subsisting validity declared by the 1925 Certificate. Whether any intervening act took place between the 1915 annulment and the 1925 Certificate is a matter upon which I am making all possible inquiries, but it will take some time for them to fructify. Meanwhile, it is important for us to take every step that is possible to obtain the necessary information. Since the Embassy has failed, we must look in other directions to obtain it.

Maitre Salem has, with his great knowledge and experience, made the following suggestion which seems to me one which is admirable, and it is for that reason that I now submit it to you. It is clear that the High Commissioner for Palestine has a fundamental interest in the position as to mining rights in Palestine, including the Dead Sea, and that such rights have subsisted in the Palestine Government ever since there was a Palestine Government, or, at all events, since the date of the Order in Council constituting the Palestine Government. The 1925 Certificate was given by the Turkish Government at a time when on any footing Turkey had no jurisdiction over Palestine or anything therein. The issue, therefore, of the 1925 Certificate looks like an interference by the Turkish Government with rights extending over minerals in another country.

Under these circumstances, it is suggested that the High Commissioner might usefully address a communication to the Turkish Government (presumably through the British Embassy in Angora) pointing out that he has before him not only the annulment of 1915 as contained in the Official Journal showing that this was the decision of the Council of State confirmed by the Sultan's Trade in conformity with Article 60 of the Turkish Mining Law, but also the apparently contradictory Certificate of 1925, and inquiring formally of the Turkish Government as to the explanation it has to make of the issue in 1925 of a Certificate purporting to extend to minerals in Palestine which were then under the jurisdiction, not of Turkey, but of the High Commissioner, and asking whether this Certificate was issued in error or as the result of some Turkish Act of State.

It is thought that the Turkish Government would be in a far greater difficulty in refusing to supply information in reply to such a communication than in refusing to give information to the British Embassy merely as to the contents of the Register.

I would, therefore, venture to ask whether the Colonial Office would, as a matter of urgency, either direct the High Commissioner (telegraphing to him at our expense so as to ensure no delay) to make some such communication as indicated above, or, if some other procedure be appropriate, for instance, that the Foreign Office or the Colonial Office should make the communication from London on behalf of the High Commissioner, that that should at once be done.

If this were in any real sense merely a matter of private litigation, I might perhaps feel some hesitation in making this suggestion, but as is common ground and was indeed expressed to be generally understood at yesterday's conference, it is, though the form of the litigation is between private persons, in fact the act of the British and/or Palestinian Governments which is impugned by the claim, so that the British and Palestinian Governments have a very real interest and responsibility in the matter.

Our Counsel will be proceeding on the 1st of January to Istanbul for the purpose of gathering together there the necessary information upon which to base their conduct at the Commission which is to open between the 12th and 15th January. The matter is,

* Translation only reproduced.

therefore, one of extreme urgency, and I should be grateful if you could deal with it as such.

Thinking that it may be useful that I should do so, I am sending a copy of this letter to Beckett at the Foreign Office and to the Treasury Solicitor.

Yours, &c.,
H. L. NATHAN.

Enclosure in No. 66.

TURKISH REPUBLIC.

Ministry of Commerce.

Direction General of the Department of Mines.

THIS is to certify that the Concession for the exploitation of the Mines of Brome situated in the waters of the Dead Sea, Mines located in the Vilayets partly of Syria and partly of Jerusalem, granted by an Imperial Firman bearing the date of the 42 Muharram 329 and 13th January 326 to Messrs. Selah Djemjouz, Suad and Djenab Chehabeddine Beys, subjects of the Turkish Republic, is still in force and valid.

In witness whereof the present document has been delivered to the above-named persons on their demand.

(Seal)
11th June 341.

Ministry of Commerce,
Direction General of the
Department of Mines.

It is certified that the seal affixed hereto is the seal of the Direction General of the Department of Mines.

(Seal of the Ministry of Commerce.)

(Repeated Seal)
(Sd.) MEHMET SABRY.

(on reverse)

Certified true copy No. 13048.

(Seal of Notariat, Pera.)

I certify the above to be a true and correct translation of the document annexed hereto.

British Consulate General,
Constantinople.
4th August, 1925.

R. ELDON ELLISON,
Acting British Vice-Consul.

17317/33 [No. 40].

No. 67.

MR. O. G. R. WILLIAMS (COLONIAL OFFICE)

to

MR. W. E. BECKETT (FOREIGN OFFICE).

DEAR BECKETT,

Downing Street, S.W.1, 27th December, 1933.

BUSHE, who is away to-day, has asked me to deal with a letter dated 22nd December,* which he has received from Nathan, arising from the consultation we had last Thursday about the action against Palestine Potash, Limited. I gather that Nathan has sent you a copy direct.

The request which Nathan makes would seem to be reasonable, but we think that it would be preferable for the Turkish Government to be approached by the Foreign

* No. 66.

Office on the request of the Colonial Office, rather than direct by the High Commissioner for Palestine. If you agree, would you be so kind as to put things in train and let me know what we may tell Nathan.

We will, of course, send an official request to the Foreign Office if it is considered desirable. As the matter is urgent, and you are fully conversant with it, I thought it best to write to you personally in the first instance.

Yours, &c.,
O. G. R. WILLIAMS.

17317/33 [No. 41].

No. 68.

MR. O. G. R. WILLIAMS (COLONIAL OFFICE)

to

MAJOR H. L. NATHAN (H. OPPENHEIMER, NATHAN AND VANDYK).

DEAR NATHAN,

Downing Street, S.W.1, 27th December, 1933.

As Bushe is away to-day I am writing to tell you that we have taken up urgently with the Foreign Office the suggestion made in your letter to him of the 22nd December.*

As soon as we can we will let you know what can be done.

Yours, &c.,
O. G. R. WILLIAMS.

* No. 66.

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Middle East
No. 41.

Confidential.

PALESTINE.
ESTIMATES AND FINANCES, 1930.
CORRESPONDENCE.

*(In continuation of Middle East No. 18 and Middle East No. 27 ;
continued by Middle East No. 42.)*

Middle East
No. 41.

Confidential.

PALESTINE.
ESTIMATES AND FINANCES, 1930.
CORRESPONDENCE.

*(In continuation of Middle East No. 18 and Middle East No. 27 ;
continued by Middle East No. 42.)*

PALESTINE.

Estimates and Finances, 1930.

CORRESPONDENCE.

C. 67462/29 [No. 2].

No. 1.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 14th October, 1929).

(No. 897.) (? Reserved.)

MY LORD,

Government Offices, Jerusalem, 5th October, 1929.

I HAVE the honour to transmit for Your Lordship's consideration and approval the draft Estimates of Revenue and Expenditure for Palestine for the year 1930*, together with a memorandum by the Treasurer explaining in detail the differences between those draft Estimates and the Estimates for the current year.

2. During the current financial year Palestine has, in some respects, been fortunate. Abundant rains last winter, occurring at the right times, gave prospect of a bountiful harvest. The locust invasion of Trans-Jordan which might have had most serious consequences for Palestine was, as a result of the skilful campaign and devoted labours of the Palestine and Trans-Jordan Departments of Agriculture, assisted by the Police and the Trans-Jordan Frontier Force and the peasants of both territories, effectively controlled. Moreover, there have been no adverse climatic phenomena to damage the crops. The harvest, therefore, of both winter and summer crops has been excellent; and, were it not for the boycott now being maintained on racial lines for political purposes, the agricultural and commercial communities would be enjoying the advantages of a coincidence, rare in Palestine, of favourable climatic conditions and absence of devastating pests and animal diseases.

3. With regard to trade, customs revenue has exceeded expectations, and it would appear that after a prolonged period of depression confidence in the commercial future of Palestine was being restored; and I am hopeful that the mistakes made in the years 1920 to 1924, due to enthusiasm and lack of experience of local conditions, will not be repeated.

To this result I consider that the Administration has contributed no small part, since by means of the Standing Committee on Commerce, Trade, and Industry, in which the Government departments connected with the economic life of the country are associated, it has been possible in some measure to give effect to a tariff policy designed to encourage well founded local industries. That, in itself, tends to discourage the creation of industries and enterprises not prudently organized; and the Committee by consultations with the representatives of the various trades are able to give advice and encourage the foundation of industries on an economic basis, and so encourage the influx of capital from abroad.

4. It is a sign of the changing economic situation that Government have been able to authorize the resumption of immigration into the country in accordance with its economic capacity to absorb new arrivals.

The cost of living still remains high; it is indeed far higher than in the neighbouring countries of Syria and Egypt; and until the natural resources of the country can be utilized to such degree as largely to augment the export trade it is improbable that this burden, heavy alike on the population and the Government, can materially be reduced.

The progress of the hydro-electric power scheme at Jisr-Mejami on the Jordan, the construction of an electric power installation in Jerusalem, the beginning of Haifa Harbour Works, and the beginning of works connected with the development of the mineral resources of the Dead Sea are all hopeful signs of economic progress; and, if it were not for the gravity of the political situation and for the financial liabilities that must thereby be incurred, a survey of the economic life of the country would not be without promising features.

5. I had hoped that it would have been possible to forecast the financial situation in 1930 with confidence, having regard to the nature of the preliminary observations I have made in the preceding paragraphs.

* Not printed.

The outbreaks and ensuing disturbances that have occurred during the last six weeks have, however, led to the dislocation of trade and commerce; and it is, at present, impossible to foresee their ultimate consequences.

I have assumed that public order having been restored the people of Palestine will speedily return to normal conditions and that the racial boycott, which causes grave losses to Jews and Arabs alike, will soon be discontinued.

I have, therefore, directed that the Estimates for 1930 be prepared on the basis that provision must be made for the maintenance of the normal services.

6. It is estimated that at the 31st December, 1929, the surplus balance will be £P.635,175. The excess of estimated revenue over estimated expenditure in 1930 is £P.1,348; so that the estimated surplus balance at the end of 1930 is £P.636,523. This surplus balance is, however, committed to the extent of £P.485,193 as shown in the Acting Treasurer's memorandum that accompanied my despatch No. 842 of the 21st September last*.

In the commitments totalling £P.485,193, provision is made for the completions of the following public buildings:—

Mental Hospital,
Jerusalem Post Office,
Central Prison,
Railway Workshops;

and for other smaller works and roads.

I propose that expenditure on these works should be charged to surplus balance because the votes for the works in the Estimates of 1929 have not been expended and the provision made in 1930 will not suffice for their completion.

Three other important commitments totalling £P.252,000 are (1) estimated compensation payable in respect of the extinction of the Ottoman Co-interessée Régie des Tabacs, (2) compensation payable, ex gratia to those who lost property in the recent disturbances, and (3) commitment of two contributions of £P.50,000 each to the Railway Renewals Fund, not yet in existence but under contemplation.

It will be realized, therefore, that the surplus balance, in respect of which there are no commitments, amounts to only £P.151,330. This sum barely suffices to provide the working balance necessary for the daily operations of Government, so that there are no funds available for unforeseen expenditure or to compensate for a shrinkage in revenue.

Nevertheless, given a speedy restoration to normal economic relations in conditions of tranquillity, I am persuaded that the available surplus will be adequate to meet the requirements of Government during 1930.

7. The revised estimate of revenue for 1929 is £P.2,214,500 at the present date. It would have been larger if the receipts from customs duties, tithes, house and land tax and fees from land registration had not been depressed by the recent disturbances.

On the assumptions which I have made in paragraph 5 above, the revenue for 1930 is estimated at £P.2,298,685. The principal increases over the revenue in 1929 are under customs duties and tithes.

8. The estimated expenditure for 1930 is £P.2,297,337, of which the ordinary expenditure is £P.1,954,498 and the expenditure on works extraordinary is £P.284,999. Provision has been made for the first payment of the half-yearly contribution to the Sinking Fund constituted for the redemption of the Palestine Loan.

The estimated expenditure is based principally on revised estimated expenditure for 1929 but it also includes certain additional provisions which are discussed in the succeeding paragraphs.

The principal features of the revised estimated expenditure for 1929 are the additional expenditure required on Police and Prisons, due to the increase in the establishment of the British Police, and to an increase in expenditure on the Trans-Jordan Frontier Force, for the mechanization of one Company and the calling up of the reserve, for the creation of which provision was made during the current year.

9. Your Lordship will observe from the estimates of expenditure that there is now one general Clerical service for all the Departments of Government and that provision has been made for the payment of the emoluments of the officers in that service on the basis of the new grades.

Provision has also been made for the regrading of technical establishments for the Department of Lands and the Judicial Department.

The regrading of technical establishments in the case of the technical departments generally has yet to be undertaken; but in general it may be said that there is now one

* C. 67462/29 [No. 1]: not printed.

Civil Service in Palestine divided into three branches, namely, Administrative, Technical, and Clerical, and that the great majority of officers are now assured of a career with reasonable prospects of promotion and a secured future.

As a consequence of this reorganization I trust that the Civil Servants will be contented with their conditions of service and that a tradition of public service and loyalty to the Government will be created among them.

Another point to which I invite Your Lordship's attention is the provision made for the new appointment of three British District Officers. I found it necessary to recommend this proposal to Your Lordship in my telegram No. 199 of the 18th of September,* because in my judgment the recent disturbances have shown that the absence of British officers from certain stations was a cause of anxiety to the inhabitants and unfortunate incidents sometimes occurred which their presence would have prevented.

I do not wish it to be thought that I am casting any reflexion upon Arab or Jewish District Officers as a whole; indeed during the disturbances many of these officers showed a coolness and circumspection that were wholly admirable. But it is a fact that there is a tendency in Palestine, which has become marked since the disturbances, for Jews to distrust Arab officers and for Arabs to distrust Jewish officers; and in the circumstances it is important that in the Districts there should be a larger number of British officers in whom both sections of the population can repose trust.

10. I have increased the provision for expenditure in the Department of Agriculture and Forests by £P.8,066 following recommendations I am making in another despatch to Your Lordship for the reorganization of the whole Department.

During the time I have held office in Palestine I have reached the conclusion that much may be hoped in the future from the development of the agricultural life of the country; and my proposals are designed to extend the activities of the Department of Agriculture with the object of teaching the population improved methods of agriculture and inspiring them with a desire for progress.

I take this opportunity of acknowledging the indebtedness of this Government and the country as a whole towards the Empire Marketing Board who have done, and continue to do, much towards stimulating certain agricultural activities, encouraging research and advising in various directions on the better organization for the marketing of products.

11. With regard to the important question of land settlement the Commissioner of Lands, with my approval, has arranged for an expansion of the organization of his Department which will enable a larger number of land settlement parties to operate simultaneously in different parts of the country.

The work also entails preparation of material for a fiscal survey of the country upon which it will be possible to frame a modern and equitable system of inland revenue.

I am awaiting a report from the Commissioner of Lands before I can submit to Your Lordship my recommendations as to the future rate of progress of land settlement. But it has become evident that the general population desire that the facilities which land settlement affords for obtaining security of title, and thereby creating the foundation for a system of agricultural credit in the country, should be provided.

At the present time financial assistance for agriculture is generally lacking; in consequence the peasant class as a whole is heavily indebted to usurious moneylenders. The result is that for a large section of the population agricultural development is an impossibility and it is essential that Government should take measures to ensure that they shall be provided with credit facilities.

12. I now come to considerations of expenditure on the Police. Provision has been made for an increase in the establishment of the British Police by 200 constables. The recent disturbances have shown that the reserve which the British Police constituted was inadequate for the purpose of preventing and suppressing disorder.

It was, I consider, a remarkable achievement on the part of approximately 150 British Police that they were able, with the assistance of the small reserve constituted by the Royal Air Force, to prevent the disorders from assuming even a graver character. The admirable discipline, the coolness, courage, and judgment displayed by the British Section of the Police have proved that they form a reserve in which Government and the public can have complete reliance.

Whatever reorganization of the Palestine Police may be necessary in the future, as a result of careful investigation and inquiry into the behaviour of that force as a whole, there can be no question that a strong reserve of British Police will be required. I have accordingly made provision for the increased establishment.

* C. 67411/29 [No. 220]: not printed.

13. With regard to the Trans-Jordan Frontier Force I have, with the approval of Your Lordship, provided for the mechanization of one Company of that Force. When this matter was first under consideration the principles upon which I was guided had been based largely upon the requirements of defence measures in desert areas. Experience during the last month in Palestine has shown the need for a high degree of mobility for the defence forces in order that they may be used with full effect. It is probable, therefore, that at a later date I shall request Your Lordship to approve the mechanizing of a second Company of the Force and I shall probably find it necessary to submit proposals for the increase of the establishment of the Force at a later date.

I would add that two Companies of the Trans-Jordan Frontier Force have been employed in Palestine during the recent disturbances and have performed their duties in aid of the civil power with admirable efficiency.

14. I have little to observe on the Railways estimates for 1930 except that they are framed under the principles of rigid economy consistent with efficiency.

I am considering the possibility of creating a Renewals Fund to provide for replacements of permanent way, locomotives, and rolling stock in assigned periods of years.

It has not been possible to make provision for the Renewals Fund in the Estimates but, as I have observed in paragraph 6 above, I propose to allot the surplus balance at the disposal of this Government to the extent of two contributions of £P.50,000 each.

15. Provision has been made in the sum of £P.284,999 for Public Works Extraordinary, but this sum includes revotes of £P.201,991 in respect of works either approved but not begun in 1929, by reason of circumstances over which the Director of Public Works has no control, or in respect of works which cannot be completed this year.

Generally I should prefer to make provision year by year of larger sums for Public Works Extraordinary in order to assist the general development of the country and to give constant employment to skilled and unskilled workers.

The demands, however, made on the public purse for other services and the heavy expenditure required for the maintenance of public order within the country and its defence from external aggression make it difficult to arrange larger provision for works of development.

16. Your Lordship will observe that I have made no provision for special military expenditure during the year 1930. If it be granted that the Palestine taxpayer is entitled to a continuance of the services to which he has been accustomed during the British administration it is impossible for this Government with the resources at their disposal to make larger provision on measures for public security and defence.

In my opinion it would not be justifiable in present circumstances to curtail the administrative services in order to enable increased provision for defence to be made.

17. I enclose for Your Lordship's information a copy of the draft Estimates* originally submitted by the Director of Agriculture and Forests together with the Director's explanatory memorandum,* about which I shall address you in another despatch.

I also enclose memoranda of the Acting General Manager of the Palestine Railways and the Commissioner of Lands on the draft Estimates of their Departments which amplify the details of various changes proposed in the Estimates.

18. Your Lordship will appreciate that these Estimates have been prepared in time of stress and difficulty when the officers concerned have been pre-occupied with matters arising out of the disturbances.

I desire, however, to bring to Your Lordship's special attention the name of Mr. W. J. Johnson, O.B.E., until recently Acting Treasurer, on whom the brunt of the work of preparing the Estimates has fallen on this occasion, and who drafted the very clear explanatory memorandum on the General Estimates which accompanies this despatch.

19. I propose, if Your Lordship sees no objection, that the Estimates correspondence be published in due course, as was done last year.

20. Since the draft Estimates were prepared and the above paragraphs written I have received Your Lordship's telegram No. 206 of the 3rd October†, regarding the need for effecting immediate economies and savings on recurrent expenditure where possible, in view of the circumstances that it is unsafe to assume that Palestine will

* Not printed here.

† C. 67411/29 [No. 285]: not printed.

not be faced with expenditure on the naval, military, and air reinforcements rendered necessary by the recent disturbances. The draft Estimates have been framed with regard to the requirements of economy dictated by Palestine's economic position and prospects.

As regards any suggestion that Public funds should be faced with expenditure on the forces brought to the country to suppress the disturbances, I can only repeat what I said at the end of my telegram to Your Lordship No. 208 of the 21st September* :—

"I must resist strongly the assumption made in last sentence of your telegram that Palestine funds should bear whole cost of restoring order, if by that is meant cost of troops and naval forces required for suppression of disturbances and maintenance of public security. This cost must, I submit, be borne by the Mandatory. Palestine funds will bear cost of extra civil expenditure incurred and of 200 additional British Police; but I see no prospect of Palestine being able to make provision for a larger public security force than is being provided for in the Estimates for 1930 or to bear any further charges for defence."

I have, &c.,

J. R. CHANCELLOR,
High Commissioner for Palestine.

Enclosure 2 in No. 1.

MEMORANDUM ON REVENUE AND EXPENDITURE ESTIMATES, 1930. REVENUE.

Head I. Customs.

Estimate	...	...	£P.950,500
Increase	...	...	£P.50,000

THE Customs revenue to the end of August is approximately £P.625,000, and although the importation of commodities will be affected in 1929 by the temporary suspension of trade during the recent disturbances, the revised estimate of £P.930,500 for 1929 should be realized. It is anticipated that by the 1st January next the effects of the recent disturbances on the consumption of imported commodities will have passed, and that the importation of commodities will have resumed normality. The estimated revenue under this head has, therefore, been estimated in 1930 at £P.950,500 or £P.50,000 more than the estimate for 1929.

Head II. Port and Marine.

Estimate	...	...	£P.8,700
Increase	...	...	£P.2,700

The increase of £P.200 from Port Dues is based on current receipts.

A new sub-head has been opened in 1930 for receipts from Lighthouse Fees payable by the Administration Générale des Phares de l'Empire Ottoman, and the estimate of £P.2,500 is based on receipts from this source in 1929.

Head III. Licences, Taxes, &c.

Estimate	...	...	£P.777,100
Increase	...	...	£P.50,800

The receipts from Animal Tax were overestimated in 1929, and the decrease of £P.4,000 in the Estimates for 1930 is based on the current year's assessments.

It is anticipated that receipts from Road Transport Licences will show an increase of £P.6,000 from the revision of fees in 1929 and the increase in the number of licensed cars.

The increase of £P.5,000 under House and Land Tax is mainly due to increased assessments from new properties. The collection of Urban Property Tax in certain towns will, in 1930, be substituted for the House and Land Tax. The assessment of Urban Property Tax is in the aggregate slightly lower than the recorded assessment

* C. 67411/29 [No. 239]: not printed.

of House and Land Tax in the same areas, but owing to the easier identification of taxpayers, it is anticipated that the actual collection of revenue will not be less.

It is anticipated that the revenue from tithe will, in 1930, amount to £P.220,000, or an increase of £P.20,000 over the estimate of 1929. The application of the Commuted Tithes Ordinance, 1927, with few exceptions, will be general in 1930, and the estimate under this head has been based on the average collections during the past four years. The Commissioner of Lands' assessment of commuted tithe for 1929 is £P.230,000.

The increases under other items are based on current receipts.

Head IV. Fees of Court, &c.

Estimate	...	...	£P.217,000
Decrease	...	...	£P.2,300

New sub-heads have been opened for Customs Fees and Fees for the Registration of Births, Deaths, Marriages, and Divorces. These receipts were previously shown under Reimbursements—Miscellaneous. The estimate under Reimbursements—Miscellaneous has not been reduced and is based on current receipts.

The estimated revenue from Laboratory and Analytical Fees shows an increase of £P.200, and now includes receipts from the sale of carcasses of calves used by the laboratories for the manufacture of vaccine, &c., which hitherto have been treated as overpayments recovered.

The decreases in the estimated revenue from Passport Fees, Quarantine Fees, and Registration of Immigrants Fees are based on the assumption that, mainly owing to the recent disturbances, the number of immigrants to Palestine in 1930 will be fewer.

Head V. Posts and Telegraphs.

Estimate	...	...	£P.199,000
Increase	...	...	£P.14,800

The estimated revenue from Telephones has been increased by £P.11,000. It is anticipated that in 1929 £P.65,000 will be received from this source as compared with the estimate of £P.58,000. The increase is due to the further extension of the telephone service during 1930.

A new sub-head has been opened for reimbursement for the maintenance of the Air Force line in Sinai which had hitherto been deducted from the expenditure. The receipts from this source in 1930 are estimated at £P.3,000.

The other increases under this head are based on current receipts.

Head VIII. Interest

Estimate	...	...	£P.81,000
Increase	...	...	£P.21,000

The increase of £P.21,000 in respect of interest from the investment of un-expended loan funds and surplus balances is on the assumption that an average balance of £P.1,500,000 will be maintained in 1930 and that the average rate of interest carried will be 5 per cent. per annum. The revised estimate of receipts from this source in 1929 is £P.90,000 as compared with the estimate of £P.60,000.

Head IX. Miscellaneous.

Estimate	...	...	£P.14,000
Increase	...	...	£P.10,000

A new item has been inserted under this head for Profits from Currency. A sum of £P.10,000 has been received in 1929 from invested funds of the Palestine Currency Board as a contribution to the Government of Palestine, and it is anticipated that a similar sum will be received from this source in 1930.

Head X. Land Sales.

Estimate	...	...	£P.5,000
Decrease	...	...	£P.1,000

It is anticipated that there will be fewer sales of State Domains in 1930, and the estimated revenue from this source has been reduced from £P.3,000 to £P.2,000.

Head XI. Railways.

Estimate	...	...	£P.405
Decrease	...	...	£P.403

The estimate under this head is in respect of the net estimated profits on the Palestine Railways in 1930. The decrease in the net revenue is explained as under:—

				1929.	1930.
				£P.	£P.
Revenue:					
Coaching	...	...	...	175,000	172,000
Goods	...	...	...	199,000	195,000
Miscellaneous	...	...	...	19,000	34,000
Total	...	...	...	£P.393,000	£P.401,000

Expenditure:

Maintenance and renewals of Ways and Works	53,425	53,000
Maintenance and renewals of Locomotives and Rolling Stock	63,867	62,000
Transportation expenses	105,359	90,000
General charges	40,349	42,000
Debt Charges	124,192	138,595
Extraordinary expenditure	5,000	15,000
Total	£P.392,192	£P.400,595

Net Estimated Surplus	...	£P.808	£P.405
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The increase in the gross revenue is mainly accounted for by the increase of £P.15,000 and Miscellaneous Receipts, as under:—

	£P.
Increased charges for hire of Palestine Railway Rolling Stock by the Kantara-Rafa Railway on account of interest on capital and provision for renewals	11,800
Interest on loan for construction of Petah-Tikvah Railway previously credited to General Revenue	1,700
Other Items	1,500
	£P.15,000

The decrease of £P.15,359 under Transportation Expenses is mainly due to a reduction in the estimated expenditure on the operation of locomotives and cars and the transfer to General Charges of expenditure on equipment and furniture, printing and stationery, and uniforms.

On the other hand, the estimated expenditure under Debt Charges shows an increase of £P.14,403 in respect of the Railway share of the first instalment of the Sinking Fund for the loan; and an additional amount of £P.10,000 is provided under Extraordinary Expenditure for the purchase of eight oil tank wagons. At present the Palestine Railways possess only four tank wagons and two of them are in regular use for the transport of molasses from Egypt; and most of the kerosene and benzine is now imported from Egypt in tank wagons belonging to the Egyptian State Railways. The provision of bulk oil store accommodation at Haifa will necessitate the acquisition by the Palestine Railways of the additional tank wagons.

There is no provision in the Railway estimates for any contribution to the Railway Renewals Fund.

Head XII. Grants-in-Aid.

Estimate	...	...	£P.28,980
Increase	...	...	£P.4,762

The contribution by the Imperial Government towards the cost of the Trans-

Jordan Frontier Force is based on the estimated expenditure of Trans-Jordan Frontier Force for 1930, viz. :—

	£P.
Head XIX. Trans-Jordan Frontier Force	138,091
Head XXVII. Trans Jordan Frontier Force Extraordinary ...	4,940
Special Expenditure on the mechanization of a Company of the Trans-Jordan Frontier Force in 1929	30,850
Total	£P.173,881
One-sixth of total	£P. 28,980

EXPENDITURE.

Head I. Pensions.

Estimate	£P.15,560
Increase	£P. 200

Items 1 and 3.—The changes in the provision for Pensions and Gratuities (Item 1) are shown in Appendix B. The provision for Pensions to ex-Turkish Government employees (Item 3) is based on the actual pensions payable under the Pensions (Ottoman Service) Ordinance, 1926.

Head II. Public Debt and Loan Charges.

Estimate	£P.112,602
Increase	£P. 11,701

Item 3.—The first half-yearly contribution to the Sinking Fund, amounting to £P.26,104, becomes payable on the 1st November, 1930, at the rate of 11/6d. per cent on £4,475,000 stock. The allocation of the contribution between the Railways and other heads is as under :—

	£P.
Railways	14,403
Other Heads	11,701
Total	£P.26,104

Head III. His Excellency the High Commissioner.

Estimate	£P.8,517
Decrease	£P. 35

Items 1, 2, and 3.—The provision under these items for the emoluments of His Excellency the High Commissioner has been changed in accordance with the rates approved in Colonial Office despatch No. 648 of the 13th August, 1929.*

Items 8 and 13.—The provision in 1929 for Transport and Travelling and for Contingencies was underestimated, and has been increased in 1930 by £P.200 and £P.20 respectively.

Head IV. Secretariat.

Estimate	£P.18,955
Decrease	£P. 284

Items 6 and 10.—The increase of three Assistant Secretaries, Class 2, is for the promotion of two Assistant Secretaries, Class 3, and for one new appointment, and has been approved by the Secretary of State.

Item 13.—The post of Junior Assistant Secretary held by Mr. C. L. Horton has been abolished on the transfer of this officer to the Land Department.

Items 16, 27, and 28.—The appointments of Inspector of Welfare Work and of Chief Interpreters under these items have been regraded, and the new grades have been approved by the Secretary of State.

Item 26.—Of the increase of three in the number of clerical officers, two additional appointments in Grade III were approved by the Secretary of State in March, 1929, and the third is due to the secondment of Mr. J. Blumenfeld, Clerk, Grade I, to Land Settlement and his replacement by an officer in Grade III. Mr. Blumenfeld's pensionable appointment has, however, been retained under this head, but without monetary provision.

* C. 67184/29 [No. 10]: not printed.

Item 34.—The appointment of Principal Stores Officer has been abolished and Mr. I. Lash, the holder, is being transferred to the Department of Customs, Excise, and Trade. The nomenclature of the Section has been changed from Stores Section to Printing and Stationery Section.

Head V. District Administration.

Estimate	£P.90,940
Increase	£P. 2,106

Item 10.—It has been found necessary to increase the number of District Officers from 11 to 15. One appointment is for Mr. A. T. O. Lees, vice Mr. R. S. Champion, seconded to Aden, and three appointments are for additional District Officers, the necessity for which became apparent during the recent disturbances.

Items 14 and 34.—The number of Administrative Officers has been increased by one, as Aref-el-Aref, previously seconded to the service of the Trans-Jordan Government, has reverted to his substantive post with the Palestine Government. The provision is based on actual salaries payable.

Item 24.—The substantive appointments of five clerical officers seconded to Land Settlement are included under this item, but without monetary provision.

Head VI. Legal Department.

Estimate	£P.8,839
Decrease	£P. 63

Item 8.—The salary of Moussa el Alami, Assistant Government Advocate, was increased during the year to £P.470, as approved by the Secretary of State.

Item 27.—The provision under this item for a new typewriter is for the replacement of an existing unserviceable machine.

Head VII. Judicial Department.

Estimate	£P.88,918
Increase	£P. 4,849

Item 1.—The increase of £P.200 in the salary of the Chief Justice has been approved by the Secretary of State.

Item 16.—The Chief Justice points out that the work in the Magistrates' Courts has been almost doubled during the last five years. The appointment of two additional Magistrates has been recommended to the Secretary of State.

Items 26, 27, 28, 29, 30, 31, and 32.—Provision under these items has been made for a departmental cadre for Chief Clerks, Interpreters, and Assistant Chief Clerks to the Courts and for Notaries Public, and has been approved by the Secretary of State. The provision for the payment of charge allowances has been retained under Item 31 as it is not considered expedient to substitute two short grades for the present Grade III in view of the congestion that will doubtless occur when the 33 clerks concerned reached the maximum of their respective grades. A single grade will afford a longer range and sufficient time for vacancies to occur in the higher grades.

Items 33 and 35.—The Chief Justice considers the appointment of six temporary clerks and an increase of ten Process Servers necessary to cope with increasing litigation. Provision for the former has been made under Item 33: "Extra Clerical Assistance," and for the latter under Item 35.

Item 36.—The salary of the Kawass was previously met from the provision for Process Servers. It has now been shown separately.

Item 57.—The increased provision is required to meet the travelling expenses of Execution Officers in cases where Government is the judgment creditor.

Item 61.—The new system introduced for the payment of fees to Crown Witnesses necessitates an increase of £P.150 in 1930.

Item 63.—The Chief Justice considers that every President of a District Court should keep abreast of current legal decisions in England. The increase proposed is for four subscriptions to the *Law Times* and its reports.

Item 65.—Provision has been made under this item for the cost of binding Law Books and Court Registers rendered necessary by continual usage and heavy handling.

Item 66.—The provision under this item is for the replacement of an unserviceable typewriter.

Head VIII. Treasury.

Estimate	...	...	...	£P.16,318
Decrease	...	...	...	£P. 238

Items 10 and 13.—The Secretary of State has approved the increase of £P.50 per annum in the personal allowance to Mr. M. F. Abcarius, Senior Assistant Treasurer, and a grant of duty allowance at the rate of £P.50 per annum to the Assistant Treasurer in charge of the Jerusalem District Treasury.

Item 22.—The increase of one in the number of clerical officers is due to the secondment of Mr. Z. Lipkin, Clerk, Grade I, to the Haifa Harbour Works Department, and his replacement by an officer in Grade III. Mr. Lipkin's pensionable appointment has, however, been retained under this head, but without monetary provision.

Head IX. Audit Department.

Estimate	...	...	...	£P.9,198
Increase	...	...	...	£P. 571

Item 20.—It is necessary to increase the provision under Transport and Travelling by £P.200 to provide for a motor car allowance of £P.12 *per mensem* for the Auditor, and to supplement the Travelling Vote of the Department for additional travelling.

Head X. Customs, Excise and Trade.

Estimate	..	...	...	£P.68,897
Increase	...	...	...	£P. 3,263

The Director of Customs has asked for the following increases in his establishment:—

- Item 13—1 Collector, £P.550—25—750.
- „ 23—1 Surveyor, £P.300—10—550.
- „ 30—9 Officers, Class 3.
- „ 34—7 Officers, Class 5.
- „ 36—10 Officers, Class 6.
- „ 39—2 Tobacco Inspectors.
- „ 41—4 Tobacco Field Officers.

Item 13.—The additional appointment under this item is for the promotion of the Collector at Haifa to Class 2, and a decrease of one Collector, Class 3, is shown under Item 16. The Director of Customs considers that the collectorships at Haifa and Jaffa should be in the same grade.

Item 23.—It is desired to create a new post of Surveyor (£P.300—10—550) at Jaffa for the work of valuation. The work at Jaffa is increasing and an additional Surveyor is necessary for checking invoices supporting declarations of goods on which *ad valorem* import duties are collected. A decrease of one officer in Class 2 (£E.240—10—280) is shown under Item 28.

Item 30.—The additional nine officers in Class 3 are for the promotion from Class 4 of four officers in charge of Customs stations at Metullah, Acre, Safad, and Samakh, the Cashiers at Haifa and Jaffa, and the Chief Storekeeper at Haifa, and for two additional officers for the Trade Section. It is considered that the responsibilities of these posts justify the increase in grade. A reduction of seven officers is shown under Item 32.

Items 34 and 36.—The increases under these items are for an additional Examiner at Jaffa, two new officers for Railway manifests at Kantara, one officer for the new Customs House at Tiberias, one additional officer for Samakh, one additional officer each at Jaffa and Haifa, one additional officer at Headquarters, and for the appointment to graded posts of ten temporary officers now paid from the provision for temporary officers under Item 45.

Item 38.—It has been found necessary to revise the provision for the rates of pay of Tobacco Factory Officers owing to the increase in the size of factories and the increased responsibilities of Customs Officers in charge.

Item 39.—It is also necessary to make provision for two new posts of Tobacco Inspectors for the supervision of the work of Tobacco Field Officers. It is proposed to appoint one Inspector for the Northern and one for the Southern District, as the appointment of these additional supervisory officers will greatly assist in the assessment and the collection of Tobacco Excise Duties.

Item 41.—The appointment of four additional Tobacco Field Officers was approved by the Secretary of State in 1928.

Item 43.—The introduction of improved methods of control in distillation has enabled a decrease in the number of Distillery Officers to be made.

Head XI. Department of Health.

Estimate	...	...	...	£P.108,551
Increase	...	...	...	£P. 4,972

Item 18.—The regrading of the appointment of Storekeeper has been approved by the Secretary of State.

Items 22 and 135.—The Director, Department of Health, desires, on the ground of economy, to substitute a motor disinfecting lorry for existing animal transport. The provision under these items for one driver and the purchase of a motor disinfecting lorry is to replace three carts, for which four mules and two drivers are required. The Director states that the annual cost of maintenance of the present carts and animals amounts to £P.300, while the annual cost of maintenance of a motor disinfecting lorry would amount to about £P.180.

Items 27, 60, 73, 94, and 105.—The posts of the eight Senior Palestinian Medical Officers have been regraded from Class 3 to Class 2. These appointments were originally in the old Grade IV (£E.400—20—500) and the officers filling the appointments are in all cases deputies to District Senior Medical Officers or to officers in charge of the separate branches of the Departmental Services. They were formerly designated Assistant Senior Medical Officers and there is justification for the proposed regrading of their appointments to a class commensurate with their responsibilities.

Item 29.—An additional post of Medical Officer, Class 3, is provided for the preliminary investigation into the prevalence of tuberculosis in the country. The appointment was deleted from the Estimates for 1929 on the ground of economy.

Items 33, 35, 40, 43, and 46.—The increase of one Matron (£P.180—12—276) is intended for the promotion of the Matron at the Nablus Hospital who has reached the maximum of Grade III (£P.150—10—180). The two additional appointments of British Nursing Sisters are required as assistants to the Matrons at the Haifa and Jaffa Hospitals for hospital nursing of serious cases occurring among Government officers and the British community. The two additional appointments of Staff Nurses are required for the Jaffa Hospital; and the four additional appointments of District Nurses are required for Government Welfare Centres in two Districts and to supplement the work of voluntary societies. Of the seven additional appointments of Probationary Nurses, five are required for the new isolation section at the Jaffa Hospital.

Item 50.—An additional appointment of Assistant Dispenser, Grade V, is required for the Jaffa Dispensary, to dispense prescriptions for the Government Hospital and issue supplies to schools and village clinics.

Item 88.—The Secretary of State is being addressed separately on the subject of the regrading of the appointment of Assistant Director of Laboratories.

Item 110. An increase of £P.400 is required for the supply of electric current for laboratories in the Jerusalem and Haifa Government Hospitals.

Item 112.—The provision under this item has been increased by £P.200 to provide for the purchase of calves for vaccine. In previous years receipts from the sale of carcasses of calves have been deducted from the expenditure on the purchase of calves. The revenue from Laboratory and Analytical Fees has been increased by a corresponding amount.

Items 113, 115, and 116.—The provision under these items for equipment and stores, hospital diet, and clothing has been increased to provide for adequate maintenance of the Jaffa and Beersheba Hospitals.

Item 134.—Provision has been made for the installation of necessary electrical apparatus in the Central Laboratories, Jerusalem, as electric power will be available shortly.

Item 136.—It is necessary to supply overcoats to uniformed staff, and provision has been made for the first issue of overcoats to one-half of the staff. The provision under this item also includes the purchase of calico to be made up by patients into hospital clothing to meet the Mental Hospital requirements.

Head XII. Department of Education.

Estimate	...	...	...	£P.150,056
Increase	...	...	...	£P. 5,937

The Director, Department of Education, has asked for the following increases in his establishment :—

- Item 6—Supervisor of Technical Education (Class 1).
 „ 10—1 Senior Inspector of Arab Schools (Class 2).
 „ 11—1 Senior Inspector of Jewish Schools (Class 2).
 „ 20—1 Assistant Inspector (Grade I).
 „ 22—3 Assistant Inspectors (Grade II).
 „ 23—1 Assistant Inspector (Grade III).
 „ 24—1 Supervisor of School Gardens (Grade III).
 „ 40—1 Lecturer (Grade I).
 „ 55—1 Teacher (Grade I).
 „ 58—3 Teachers (Grade III).
 „ 60—6 Teachers (Grade IV).
 „ 62—11 Teachers (Grade V).

Item 6.—The Secretary of State is being addressed separately on the subject of the appointment of a Supervisor of Technical Education.

Items 10 and 11.—The proposed appointments of two Senior Inspectors in Class 2 (Items 10 and 11) will be met by a corresponding reduction of two Headquarters Inspectors in Class 3 (Item 13). The Director explains the necessity for these promotions as under :—

“ The gradual development of the Department's activities along the two main lines determined by the inevitable division of the school system into two sections marked by the two languages of instruction, Arabic and Hebrew, requires a hierarchical reorganization of the Headquarters Inspectorate of which the personnel is at present graded indistinguishably in Class 3. I propose, therefore, the appointment of an Arab and a Jewish officer in Class 2 who will assume responsibility under the Directorate for the general administration and inspection of Arabic and Hebrew schools respectively.

“ The duties of these two officers will be somewhat different in character though it cannot be said that one is more important than the other.

“ The Arabic schools include the Government schools as their most efficient part and are more closely controlled, but in certain respects less culturally advanced than the Hebrew schools.

“ The Hebrew school system, of which the Zionist system is the major part, is subject to less intimate administrative control and the duties of the Senior Jewish Inspector will be largely advisory, but nevertheless such that his position cannot be ranked inferior to that of the Senior Arab Inspector.

“ It is therefore proposed to create the two posts simultaneously.”

Items 20, 22, 23, and 24.—These appointments have previously been included under clerical and teaching staff. It is now proposed to show them separately and corresponding reductions have been made under Items 25, 57, and 59.

Item 40.—The provision under this item for two Lecturers in the Government Arab College is made for Government scholars studying at British Universities. In 1929 provision was made for one post only, and this was filled by a Lecturer in a lower grade, and the holder and one Grade III Lecturer (Item 43) are being transferred to the teaching staff.

Items 55, 58 60, and 62.—The increase of twenty-one teachers under these items is partly met by a reduction of ten teachers under Item 64, making a net increase of eleven in all. The increase of eleven appointments of teachers was approved by the Secretary of State in 1929. The numbers of teachers in the higher grades have been increased to provide for the appointment of Government scholars now studying at a British University and the American University of Beirut, and for graduates from the Training Colleges.

Item 76.—The increase of £P.300 in the grant to the Board of Higher Studies has been approved by the Secretary of State.

Head XIII. Department of Agriculture and Forests.

Estimate	•	£P.77,054
Increase	... ..	£P. 8,066

The Estimates for 1930 provide for the general reorganization of the Department and for the separation from the Agricultural Service of the Forestry, Horticultural, and Irrigation Services. The new appointments for which provision has been made are as under :—

Administration.

- Item 6—1 Assistant Director, Class 1.
 „ 18—1 Caretaker.
 „ 19—1 Telephone Operator.

Agricultural.

- Item 23—Chief Agricultural Officer, Class 1.

Veterinary.

- Item 58—Chief Veterinary Officer, Grade F.
 „ 63—6 Assistant Veterinary Officers (£P.288—12—360).
 „ 67—3 Stock Inspectors (£P.180—8—276).

Veterinary Laboratory.

- Item 72—1 Senior Veterinary Officer, Class 1.
 „ 74—1 Assistant Senior Veterinary Officer, Class 2.
 „ 81—1 Stableman.

Horticultural.

- Item 84—Chief Horticultural Officer.

Entomological.

- Item 95—1 Field Assistant (£P.288—12—360).
 „ 100—1 Laboratory Assistant (£P.180—8—276).
 „ 101—5 Plant Inspection Guards.

Irrigation.

- Item 105—1 Irrigation Inspector, Class 3.
 „ 106—1 Assistant Irrigation Inspector, Grade II.
 „ 107—3 Water Supervisors at £P.6 per mensem.

Fisheries.

- Item 112—2 Fisheries Officers, Grade II.
 „ 115—1 Laboratory Assistant, Grade II.
 „ 117—3 Seamen.

Stock-breeding Service.

- Item 124—Chief Herdsman, Grade II.

Analytical Service.

- Item 137—1 Agricultural Chemist, Class 2.
 „ 139—1 Assistant Agricultural Chemist, Grade I.
 „ 141—1 Laboratory Assistant, Grade II.

The necessity for these increases is as follows :—

Item 6.—The Deputy Director of the Department, Mr. Tear, is required to devote his whole time to the Forestry Service, and it is essential to have at Headquarters a responsible technical officer who will meet the Director's urgent need for assistance in the routine administration of the various technical Services.

Items 23, 58, 72, 84, and 137.—The provision under these items is for the revision of grades. These officers administer Services and the proposed grades correspond to the relative importance of the Services.

Items 63, 67, 95, 100, 112, 115, 124, 139, and 141.—The provision under these items is also for the revision of existing grades.

Item 74.—The appointment of an Assistant Senior Veterinary Officer for the Veterinary Laboratory has been approved by the Secretary of State.

The other alterations under Personal Emoluments are fully described in the remarks column of the Estimates.

With regard to other changes, the following observations arise :—

Item 143.—The increase under Transport and Travelling is necessitated by the extension of Agricultural Services, and represents the minimum requirements compatible with departmental efficiency.

Item 146.—The provision for uniforms is based on the scale of clothing for Guards, &c., of the Department.

Item 147.—The increase under this item is to provide for new Services and replacement of unserviceable typewriters.

Item 156.—The extended area of Government House grounds necessitates this increase.

Items 165 and 166.—The decreases are due to postponement of the opening of the Kadoorie schools, and it is not anticipated that any Government contribution for the maintenance of these schools will be necessary in 1930.

Item 167.—Provision is made for Mr. Leon's honorarium and the necessary expenditure on the experimental works he is carrying out. Of the increase, the sum of £P.100 is recoverable from the Empire Marketing Board, *vide* Colonial Office despatch Miscellaneous No. 2 of the 26th November, 1928.*

Items 155, 161, 168, 170, 171, and 179.—The decreases have been made on grounds of the necessity for curtailment of all but the most essential expenditure.

The necessity for increases in the remaining items is shown in the remarks column of the Estimates.

Head XIV. Antiquities Department.

Estimate	...	...	...	£P.9,110
Increase	...	...	...	£P. 17

The Secretary of State, in his despatch No. 560 of the 11th July, 1929,† has authorized the following new appointments:—

Item 4—Chief Inspector, Class 1.

„ 6 }
„ 7 } Departmental Assistant, Class 2, regraded from Class 3.
„ 8 }
„ 9 }
„ 18—1 Temporary Clerical Officer.

and provision has been made accordingly.

Items 11 and 13.—The post of Assistant Inspector has been abolished and that of Librarian transferred to the staff of the Rockefeller Museum.

Items 20, 21, 23, and 24.—The increase in staff has necessitated increased provision of £P.200, £P.120, and £P.100 under the items Transport and Travelling, Railway Fares and Freight, and Clothing, respectively, but on the other hand, the estimated expenditure on the conservation of antiques has been reduced from £P.2,000 to £P.1,000.

Other increases and decreases are shown in the remarks column of the Estimates.

It is, at the moment, impossible to estimate with any degree of accuracy what provision will be required in 1930 for the maintenance of the Rockefeller Museum. The estimated interest from the Fund and expenditure therefrom have therefore been excluded from these Estimates. The estimated annual expenditure is, however, shown in Appendix F.

Head XV. Land Settlement.

Estimate	...	...	...	£P.23,289
Decrease	...	...	...	£P. 121

The Commissioner of Lands has asked for the following increases in establishment:—

Item 13—2 Senior Assistant Land Settlement Officers, Class 3.

„ 21—4 Clerks, Grade II.

„ 25—3 Clerks, Grade IV.

„ 26—3 Clerks, Grade V.

On the other hand, the following deductions in establishment are provided:—

Item 17—2 Junior Assistant Land Settlement Officers (£P.240—10—280).

„ 23—1 Clerk, Grade III.

Item 13.—The additional Senior Assistant Land Settlement Officers are required for training for the extended programme in 1931 and for relieving officers in charge of sub-parties who may be on sick or vacation leave.

Item 17.—It is considered that the duties of the Junior Land Settlement Officers do not justify the payment of duty allowance or the designation previously used. Provision is therefore made for these officers under Item 21 as Clerks, Grade II.

Items 21, 25, and 26.—These appointments are necessary for the increase in the main settlement parties in 1930 from two to three; and for additional clerks for these parties, for two sub-parties and for the Beisan Demarcation Commission.

Item 7.—It has been found by experience that the present conditions of service of Settlement Officers are unfavourable as compared with those of their substantive appointments. The period of secondment of two of these officers will terminate in 1930, and unless more satisfactory arrangements are made with regard to their emoluments as Settlement Officers, it is probable that they will not be desirous of extending

* C. 50092/28 [No. 13]: not printed.

† C. 67298/29 [No. 4]: not printed.

the period of their secondment. In the circumstances, it is recommended that the duty allowances be increased from £P.100 to £P.300 per annum as it is in the interest of efficiency that officers seconded for land settlement should remain for the whole period of settlement and have local knowledge and experience.

Item 10.—Provision has been made for the payment of a special duty allowance of £P.100 per annum to Mr. M. C. Bennett, seconded from the Lands Department as Chief Valuer, for the same reasons as in the case of Settlement Officers.

Item 29.—As the staff of the main parties will be stationed in towns, it has been found possible to reduce the provision for field allowances by £P.1,046.

Decreases amounting to a net amount of £P.1,865 under Other Charges have been made.

Head XVI. Lands Department.

Estimate	...	...	...	£P.19,617
Decrease	...	...	...	£P. 1,135

The decrease is due to the transfer of the Geological Branch to Head XXII, Public Works Department. The cadre of the departmental staff has been inserted in the Estimates as reported to the Secretary of State, and provision has been made under Item 21 for five additional Grade III Clerks for work arising out of the new system of registration based on land settlement. It is anticipated that by the end of 1930 Schedules of Rights in respect of at least twenty villages will be served for registration, whereas up to the present the Director of Lands has been required to deal with one village only.

Item 37.—It is essential to purchase loose-leaf registers in 1930 in order to reduce storage and to ensure that blocks and parcels of land are maintained in their correct numerical sequence.

Item 38.—It is necessary to purchase steel cupboards for the custody of original registers and deeds of which no copies exist.

Other minor changes are fully described in the remarks column of the Estimates.

Head XVII. Survey Department.

Estimate	...	...	...	£P.48,627
Increase	...	...	...	£P. 5,138

Provision has been made in the Estimates for 1930 for the changes reported in the Officer Administering the Government's despatch No. 741 of the 8th August, 1929,* with the following decreases for reasons of economy:—

Item 11—1 Sub-Inspector, Class 3 (£P.300—10—550).

„ 35—1 Draughtsman, Grade III.

„ 37—2 Draughtsmen, Grade IV.

„ 39—4 Draughtsmen, Grade V.

„ 41—1 Surveyor, Grade II.

„ 45—3 Surveyors, Grade IV.

The reduction is due to the decrease in the number of settlement parties from four to three.

Items 52, 53, and 54.—The increases under Transport and Travelling, Railway Fares and Freight, and Clothing are due to increase in field establishment.

Items 55 and 56.—The increased demand for block plans has necessitated the increases under these items for drawing materials and reproduction materials.

Item 60.—The increased provision under Technical Equipment is required in connexion with the printing press, the purchase of calculating machines, zinc plates, type, &c.

Head XVIII. Police and Prisons.

Estimate	...	...	...	£P.425,079
Increase	...	...	...	£P. 57,109

Item 34.—The Secretary of State has approved the increase of the clerical establishment by seven temporary appointments for the Special Branch of the Criminal Investigation Department.

Items 50, 51, 53, and 95.—The Secretary of State, in his despatch No. 542 of the 4th July, 1928,† approved the purchase of the equipment of four wireless stations in the Southern District of Palestine for the more effective police control of the common

* C. 67410/29 [No. 1]: not printed.

† C. 57360/28 [No. 3]: not printed.

frontiers of Egypt, Palestine and Trans-Jordan, and for dealing with raids by brigands. Three stations have been erected and the fourth station is in course of erection. Provision has been made for a separate Wireless Section of trained operators consisting of one British Sergeant in charge (Item 95), five Superintendents (Item 50), twenty Operators (Item 51), and for duty allowances at the rate of £P.4 *per mensem* for Superintendents and £P.3 *per mensem* for Operators (Item 53). These rates are recommended by the Postmaster-General as the minimum at which suitable men can be engaged.

Items 57 and 65.—The Secretary of State, in his despatch No. 973 of the 21st November, 1928,* has approved the appointment of twenty Ghaffirs instead of six mounted Constables for the Lake Huleh area as a temporary arrangement pending the erection of a mosquito-proof police station at Khalisa. The permanent substitution of Ghaffirs for Police in mosquito-affected areas is being considered in the light of this experiment.

Items 90, 95, 97, 99, 103, 105, 106, 109, and 111.—The establishment of British Police has been increased as under:—

Item 90—3 Assistant Superintendents, Class 3.
„ 95—9 Sergeants (one in charge of Wireless Station).
„ 97—12 Corporals.
„ 99—172 Constables.
„ 103—6 Cooks.
„ 105—10 Kitchen Boys.
„ 106—Casual Labour, £P.300.
„ 109—6 Driver Constables.
„ 111—2 Mechanics.

The Secretary of State has approved the appointment of three additional officers and 200 additional British Police. The increase in the provision for servants and casual labour is necessary for the requirements of the increased establishment.

Items 114, 115, 117, 118, 121, 127, 128, 129, 134, and 135.—The increase under Other Charges necessitated by the increase in the establishment of British Police is as under:—

Item 114—Transport and Travelling	£P. 400
„ 115—Railway Fares and Freight... ..	100
„ 117—Uniforms and Clothing	1,000
„ 118—Arms, Equipment, and Ammunition	150
„ 121—Miscellaneous Stores	50
„ 127—Barrack Furniture and Stores	150
„ 128—Rations	7,200
„ 129—Lighting, Heating, and Power	300
„ 134—Upkeep of Mechanical Transport	700
„ 135—Passages	300
	£P.10,350

Item 114.—The provision for Transport and Travelling in 1929 was underestimated and it has been increased in 1930 by £P.1,500 in addition to the £P.400 required for the increased establishment.

Item 122.—The Secretary of State has approved an increase of the provision for Criminal Investigation by £P.700 in respect of special work.

Item 125.—The amount provided under this item for compensation to discharged Police is payable under the Police Amendment Ordinance, 1929.

Item 143.—Provision of £P.1,000 has been inserted for additional motor cycles and side-cars for traffic control. In this connexion the Commandant of Police states as under:—

“Mention has already been made of the necessity for providing additional motor cycles and side-cars for traffic control under the Road Transport Ordinance, 1929.

“The strongest representations have been made by the Department of Public Works, the General Manager, Palestine Railways, and the general public, for a stricter control of traffic in the rural areas. This matter has been under consideration for a long time, and I am convinced that it can only be adequately dealt with by consistent road patrolling and speed traps, and I propose to station motor cycles and side-cars at Jerusalem, Jaffa, Haifa, Nablus, and Tiberias for this purpose. The number of cycles and side-cars required is ten. Estimated cost with Crown Agents’ 25 per cent is £P.1,000.

* C. 57582/28 [No. 2]: not printed.

“It is anticipated that this control will:—

- (1) ensure less damage to road surface;
- (2) decrease the competition with the Palestine Railways in regard to fast-moving and overlaid commercial vehicles; and
- (3) produce a considerable revenue increase from fines inflicted.”

Items 153, 160, 163, 176, 182, and 187.—It has been necessary to increase the establishment of Prisons, Jail Labour Companies, and the Reformatory, as under:—

Item 153—2 Teachers.
„ 160—Temporary Wardresses, £P.300.
„ 163—1 Instructor Tailor.
„ 176—1 Assistant Prison Superintendent.
„ 182—6 Warders.
„ 187—1 Corporal Warder.

and to increase rates of pay of the Instructor Bakers and Cooks. These increases are necessitated by the increase in the number of prisoners, the desirability of the instruction of prisoners, and the difficulty of obtaining suitable instructors at present rates of pay.

Items 212 and 216.—One appointment of Inspector, Class 2, has been abolished and substituted by a post of Inspector, Class 3.

Items 229, 230, 231, 232, 241, and 242.—It has been decided to reopen the Immigration Office at Warsaw, and provision for an Assistant Passport Officer in Class 2 and for clerical assistance, messengers, etc., has been made under these items.

The explanations of other increases and decreases are shown in the remarks column of the Estimates.

Head XIX Trans-Jordan Frontier Force.

Estimate	£P.138,091
Decrease	£P. 4,214

The establishment of the Trans-Jordan Frontier Force has been increased as under:—

Item 39—4 Company Quartermaster Sergeants.
„ 45—31 Mechanical Transport Drivers.
„ 51—1 Clerk, Grade III.
„ 54—3 Mechanics.
„ 59—116 Reservists.
„ 60—1 Assistant Engineer, Grade I.
„ 61—1 Foreman, Grade II.
„ 62—1 Foreman, Grade III.
„ 63—1 Clerk, Grade III.

Item 39.—The appointment of four Company Quartermaster Sergeants was approved to replace British Warrant Officers whose contracts were terminated in 1929.

Item 45.—The thirty-one Drivers are in accordance with the approved revised establishment of the mechanized Company.

Item 51.—The additional appointment of one Clerk (old Grade III) is required to implement the scheme of reorganization of the Force.

Item 53.—One appointment of Mechanic is transferred from Item 57 and two appointments of Mechanics are required for the new pumping plant at Zerqa. A new water installation has recently been provided for the Trans-Jordan Frontier Force at Zerqa.

Item 59.—The emoluments of an establishment of 150 Reservists, approved in Colonial Office telegram No. 29 of the 31st May, 1929*, are provided in 1930.

Items 60, 61, 62, and 63.—The provision for Works Personnel employed on Maintenance Services was previously shown in the estimates of the Trans-Jordan Government. The Secretary of State approved in 1929 the transfer of this provision to the Vote of the Trans-Jordan Frontier Force.

On the other hand, the establishment of the Trans-Jordan Frontier Force is reduced as under:—

Item 22—6 Warrant Officers.
„ 25—1 Farrier Sergeant.
„ 44—50 Privates.

* C. 69419/29 [No. 9]: not printed.

The mechanization of one Company of the Trans-Jordan Frontier Force has caused the increase of £P.6,800 in the provision for the maintenance of Motor Transport (Item 71). On the other hand, the provision under Other Charges has been reduced as under :—

Item 67—Animal Allowances	... ..	£P.1,100
„ 72—Maintenance of Mule Transport...	... ..	£P. 200
„ 77—Forage	... ..	£P.8,600
„ 94—Pack Animals	... ..	£P. 50
		£P.9,950

The explanations of other increases and decreases are shown in the remarks column of the Estimates.

Head XX. Defence.

Estimate	... ..	£P.30,500
Decrease	... ..	£P. 500

The provision under this head has been made on the basis of the contribution to the Imperial Government for 1929 in respect of the excess cost of the British Forces stationed in Palestine and Trans-Jordan over the cost of such Forces if stationed in Great Britain.

Head XXI Posts and Telegraphs.

Estimate	... ..	£P.153,962
Increase	... ..	£P. 9,484

The greater part of the increase under this head is accounted for by the increased cost of the conveyance of mails (£P.4,000) due mainly to increased railway charges for the transport of mails over the Palestine Railways, and by the reimbursement by the Air Ministry for the maintenance of the telegraph route in Sinai, estimated at £P.3,000, and hitherto treated as an item of Revenue instead of as a deduction from Expenditure under this head.

The Estimates, however, include provision for new appointments, as under :—

- Item 24—1 Assistant Postmaster, Grade I.
- „ 28—2 Assistant Postmasters, Grade III.
- „ 32—4 Assistant Postmasters, Grade V.
- „ 41—12 Postal Clerks, Telegraphists and Telephonists, Grade V.
- „ 46—6 Telephonists, Grade VI.
- „ 47—7 Postmen :—
 - 1 at £P.8 per mensem.
 - 6 at £P.5—£P.7 per mensem.
- „ 51—2 Artisans.
- „ 54—2 Watchmen and Porters.
- „ 59—Temporary Officers, £P.100.
- „ 83—1 Test Clerk (Engineering Branch), Grade IV.
- „ 88—1 Telegraph Artisan (Engineering Branch).
- „ 92—17 Linemen.

These increases are mainly necessitated by the rapid expansion of the Telephone Service, the estimated revenue from which has been increased by £P.11,000 in 1930, and by the necessity for providing sufficient staff for relief.

Items 8 and 61.—The appointments of Assistant Director, Class 2, and Chief Engineer, Class 1, have been regraded as Class 1 and Grade F respectively, and the Secretary of State is being addressed separately on the matter.

Items 109, 113, and 115.—The provision for cost-of-living allowances has been increased by £P.400 to provide for the increase in staff and, on the other hand, the estimates for upkeep of Mechanical Transport (Item 113) and Stationery and Printing (Item 115) have been reduced by £P.700 and £P.1,000 respectively, on the basis of current expenditure.

The explanations of other minor increases and decreases are explained in the remarks column of the Estimates.

Head XXII. Public Works Department.

Estimate	... ..	£P.53,204
Increase	... ..	£P.16,573

Provision has been made for the following new appointments authorized by the Secretary of State in his despatches No. 119 of the 13th February, 1929,* No. 425 of the 27th May, 1929,† and No. 708 of the 28th August, 1929‡ :—

- Item 20—1 Architect, Class 1, by promotion from Class 2.
- „ 26—1 Assistant Architect, Class 2, by promotion from Class 3.
- „ 29—Chief Draughtsman, Class 3.
- „ 42—4 Draughtsmen, Grade I, to replace—
 - 1 Draughtsman, Grade I, and
 - 4 Draughtsmen, Grade II.
- „ 46—8 Draughtsmen, Grade III, to replace—
 - 3 Draughtsmen, Grade III,
 - 3 Draughtsmen, Grade IV,
 - 1 Draughtsman, Grade V, and
 - 2 Draughtsmen, Grade VI.
- „ 56—1 Clerk, Grade II.
- „ 2 Clerks, Grade IV.
- „ 1 Clerk, Grade V.
- „ 60—1 Storekeeper, Special Grade, by promotion from Grade I.
- Items 68, 69, and 70—Temporary Draughtsmen, Quantity Surveyors and Clerks of Works, £P.7,200.

The following additional appointments have also been inserted at the request of the Director of Public Works :—

- Item 12—3 Assistant Engineers, Class 2—
 - 2 new appointments, and
 - 1 promotion from Class 3.
- „ 26—1 Assistant Architect, Class 2.
- „ 36—2 Foremen of Works, Grade I.
- „ 39—1 Foreman of Works, Grade III.
- „ 44—1 Draughtsman, Grade II.
- „ 56—1 Clerk, Grade III.
- „ 71—Extra Temporary Clerical Assistance, £P.768.

Item 12.—In connexion with the proposed increase and regrading in the establishment of District Engineers, the Director of Public Works writes as under :—

“ All the District Engineers' duties have been increased in the last year on account of private, municipal, village, and other activities, such as those of the Palestine Economic Corporation, Jerusalem Electric Supply Company, Jaffa Electric Company, Village Water Supplies, Town-Planning Schemes, Arterial Roads, Drainage Schemes, &c. It is highly desirable that the District Engineers should be graded similarly to Senior Medical Officers, District and Deputy Superintendents of Police, Railway Engineers, and District Officers. The District Engineers' activities and financial responsibilities are certainly as great as, if not greater, than those of other District Officers.”

The remaining appointments are considered necessary for the programme of Extraordinary Works contemplated in 1930. The Director points out that the inadequacy of the existing staff is mainly the cause of the revote of approximately £P.220,000 for Extraordinary Works uncompleted in 1929.

Items 73, 74, 75, 76, 84, 85, 86, 87, 88, 89, and 90.—Provision of £P.2,117 has been made under this head for the Geological Branch, which has been transferred from Head XVI, Lands Department. The provision includes an increase of £P.300 under Item 87—“ Experiments,” for a grinding machine in connexion with the experimental use of phosphates.

Increases of note occur under Item 77—“ Transport and Travelling ” (£P.750) and Item 80—“ Drawing Office Materials ” (£P.400), due to the increase in staff and activities of the Department.

Other minor increases and decreases are explained in the remarks column of the Estimates.

Head XXIII. Public Works Recurrent.

Estimate	... ..	£P.158,960
Increase	... ..	£P. 13,335

The greater part of the increase under this head is due to increased provision of £P.10,000 for Maintenance of Roads and Bridges (Item 11). This increase is necessitated by the additional mileage to be maintained and the deterioration of roads caused

* C. 67060/29 [No. 3]: not printed.

† C. 67060/29 [No. 14]: not printed.

‡ P.F. 20668 M.E. [No. 20]: not printed.

by the increase in motor traffic during the last two years during which period the provision for maintenance has remained at the figure of £P.60,000.

The provision for Maintenance of Mechanical Transport (Item 2) and Plant and Tools (Item 6) has been increased by £P.1,300 and £P.500 respectively, owing to the extension of the works programme, and the additional provision of £P.2,000 for Maintenance of Buildings (Item 4) is due to the inadequacy of the vote for this purpose in 1929.

Other minor increases and decreases are explained in the remarks column of the Estimates.

Head XXIV. Miscellaneous.

Estimate ...	£P.119,654.
Decrease ...	£P.2,081.

Item 2.—The provision for the payment of cost-of-living allowances proved inadequate in 1929. The payment of these allowances is governed by Regulations.

Item 12.—Provision has been made for the purchase of 367 copies of the *Handbook of Palestine* (new edition) as approved in Colonial Office despatch No. 508 of the 22nd June, 1929.*

Item 13.—It has been found necessary to make provision for deportation expenses of foreign nationals, since foreign Governments do not agree to defray deportation expenses of their nationals.

Item 14.—Provision has been made under this item to meet charges for brokerage commission and stamp duty on the purchase of stocks from unexpended loan funds and surplus balances and on the realization of such investments.

Item 23.—It has been found necessary to increase the provision for Welfare Work by £P.50 owing to increased number of inmates of the Girls' Home.

Item 24.—The provision for cost of remittances has been increased to £P.500 to meet charges anticipated.

Item 29.—A provision of £P.200 has been inserted for the purchase of costumes and ornaments to form the nucleus of a National Collection.

Head XXV. Posts and Telegraphs Extraordinary.

Estimate ...	£P.52,900.
Decrease ...	£P.17,060.

The Postmaster-General explains the necessity for the provision under this head as follows:—

Item 1.—The additional exchange switchboards will be required to provide accommodation for new subscribers, estimated at the normal rate of increase.

Item 2.—The amount asked for is necessary to complete the original programme of trunk lines and to provide line accommodation for the additional trunk traffic which has developed since the programme was commenced.

Item 5.—Owing to the delay in constructing the new Post Office at Jaffa, it will not be possible to complete the diversion of cables during the current year.

Item 6.—The sum allowed for this item in the 1929 Estimates was of a provisional character and based on the assumption that the construction of the new Jerusalem Post Office would be well advanced by the end of 1929. From the information available, it is doubtful whether the building will be completed in time for the exchange to be installed and brought into use until towards the middle of 1931. In ordering the exchange, therefore, it will be necessary to make provision for the estimated requirements at the time of installation.

Item 7.—As in the case of Jaffa, the completion of the work of diverting circuits at Jerusalem has been suspended through delay in constructing the new Post Office.

Item 9.—There is not at present in Palestine any civil wireless telegraph station available for communicating with ships or for emergency purposes. This station will be erected at the new Jerusalem Post Office.

Head XXVI. Public Works Extraordinary.

Estimate ...	£P.284,999
Decrease ...	£P.43,902

Items 4, 8, 11, 14, 16, 22, 23, 24, 27, 31, 32, 34, 37, 38, 39, 42, 43, 44, 51, 53, 54, 55, 59, 60, 66, 77, and 78.—Provision has been made under these items for revotes amounting in all to £P.201,991 in respect of uncommenced and uncompleted

* C. 67171/29 [No. 4]: not printed.

works approved in 1929. The provision includes £P.28,000 for the first stage of the Bethlehem Mental Hospital (Item 8); £P.18,990 for the completion of the Post Office at Jaffa (Item 23); £P.35,000 for purchase of the site and part construction of the Jerusalem Post Office (Item 31); £P.37,000 for the completion of the new Government House (Item 32); £P.24,000 as compared with the original estimate of £P.20,000 for the construction of the Arab Training College (Item 34); £P.10,000 for the Central Prison (Item 55) for which a suitable site near Tulkarem is under consideration; and £P.17,000 for the continuation of the Petah-Tikvah-Kfar Saba Road (Item 59) to a point beyond the low-lying swampy land.

Items 14, 15, 19, 24, 40, and 57.—£P.13,035 has been provided for urgently required new buildings or buildings for which part provision was made in the Estimates for 1929. This provision includes £P.4,200 for construction of a District Court at Haifa (Item 19), for which approval was requested in the High Commissioner's despatch No. 451 of the 15th May last,* and £P.3,500 for the completion of the Survey Department Headquarters at Jaffa (Item 24), which was originally underestimated.

Items 1, 2, 6, 7, 9, 10, 13, 17, 20, 21, 25, 26, 28, 29, 30, 35, 36, 41, 45, 47, 48, 49, 50, 52, and 56.—These items provide an aggregate of £P.18,468 for reconditioning, improving, or making additions to existing buildings. The demands of departments have been carefully considered by Government, and works of immediate necessity only have been inserted. The only work of any magnitude is the construction of additional accommodation and improvements to the British Police Headquarters, Mount Scopus, Jerusalem, for which £P.4,180 has been provided (Item 35).

Items 58, 60, 61, 62, 63, 64, 65, 67, 68, 69, 70, 71, and 72.—The provision of £P.27,938 under these items includes £P.5,800 for the continuation of the Afuleh-Mes'ha Road to Yemma (Item 58). The completion of this stage of the road will link up a line of communication of importance for public security purposes in that sector of the Northern District. There are also included amounts aggregating £P.16,000 as compared with £P.27,370 in 1929, for the reconstruction, realignment, and widening of main roads, rebuilding of bridges, and elimination of dangerous corners in Jerusalem, Haifa, Jaffa, Nablus, and Nazareth Districts (Items 60-65).

Items 3, 18 and 46.—These items provide for installation of electric light in the Central Prison and Hospital, Acre, the Disinfecting Station at Haifa, and the Watan Hospital at Nablus.

The remaining items are explained in the remarks column of the Estimates.

Head XXVII. Trans-Jordan Frontier Force Extraordinary.

Estimate ...	£P.4,940.
Increase ...	£P.1,940.

Item 1.—This item provides for the purchase and erection of a pumping plant at Zerqa. It is uneconomical and inadvisable for the Force to be dependent on water supplied on repayment by the Hejaz Railway.

Items 2 and 6.—These items provide for the conversion of camel stables at Ma'an into garages (Item 2) and metalling of the approaches to the garages at Zerqa (Item 6). The garages are required for the mechanized Company of the Force.

Item 3.—Provision has been made under this item for the lining and painting of hutments at Zerqa. This work is essential for the preservation of the buildings.

Item 4.—The Officer Commanding strongly urges the construction of two tennis-courts for the use of British Officers, British Warrant Officers, and local Officers at Zerqa. Provision has been made under this item for the construction of one court in 1930.

Item 5.—This item provides for the erection of an Armourers Workshop and Store for which there is no suitable accommodation at present.

Item 7.—Provision has been made for the lining of the verandahs of the Officers' Quarters and Messes at Zerqa in order to prevent deterioration of the buildings.

* C. 67271/29 [No. 2]: not printed.

Enclosure 5 in No. 1.

(Confidential.)
Chief Secretary,
Government Offices.

12th August, 1929.

Subject:—Estimates, 1930.

I ATTACH in duplicate, draft Estimates in respect to the Palestine Railways and Operated Lines for 1930. A summary of the expenditure and revenue figures under the various heads is appended:—

REVENUE.

2. The total revenue for all sections is estimated at £P.651,000 made up as under:—

	Gross Estimates £P.	Palestine Railways. £P.	Kantara-Rafa Railway. £P.	Hejaz Railway. £P.
Coaching ...	(293,100) 291,000 (331,000)	(175,000) 172,000 (199,000)	(83,600) 84,000 (52,000)	(34,500) 35,000 (80,000)
Goods ...	320,000 (26,500)	195,000 (19,000)	50,000 (3,400)	75,000 (4,100)
Miscellaneous ...	40,000	34,000	3,000	3,000
	(650,600) 651,000	(393,000) 401,000	(139,000) 137,000	(118,600) 113,000

Note.—For purpose of comparison, estimated figures for 1929 are shown in brackets.

Coaching—£P.291,000.

Palestine Railway.—Decrease of £P.3,000 is attributed to intensive road competition. In order to withstand competition from road motor services, it is necessary to maintain railway fares at a very low level. In January last an experiment was made in reducing third class fares within Palestine proper and 173,000 additional passengers were carried up to the end of June. It is intended to submit proposals to the next meeting of Railway Board for reductions in the first and second class fares on the sections where road motor competition is acutest, viz., Jaffa—Jerusalem, Haifa—Samakh.

The Sentinel-Cammell coaches were put into full service in June and are being well patronized. Apart from the improved services afforded by them, their use on the Haifa—Acre, Haifa—Samakh sections has enabled steam train operating costs to be reduced.

Kantara—Rafa Railway.—Increase £P.400 is due to more passengers using the overland service between Egypt and Syria and vice versa.

Hejaz Railway.—Increase of £P.500 is attributed to use of Sentinel-Cammell cars.

Goods—£P.320,000.

	£P.
Palestine Railways Decrease ...	4,000
Kantara—Rafa Railway Decrease ...	2,000
Hejaz Railway Decrease ...	5,000

Palestine Railway.—It was anticipated that £P.20,000 would be derived from the carriage of traffic for the Haifa Harbour Works in 1929, but this will not materialize owing to the delay in starting operations on a large scale. Resident Engineer has advised that he does not expect that the Railway will be required to carry more than 100,000 tons of traffic in 1930, representing a revenue of £P.2,500.

General trade improvement is calculated to increase goods receipts by £P.13,500. There are also indications that a start will be made in 1930 to ship oranges via Haifa in considerable quantities for Continental and Black Sea ports.

Rates.—An encouraging sign is the recent substantial reduction of Egyptian State Railways charges (which were raised from 1st July, 1928) in respect to carriage of water melons and it is hoped that other reductions will follow thereby facilitating the marketing of Palestine products in Egypt.

There are frequent demands for reduced rates by merchants in respect to carriage of goods locally, and every application of this nature is submitted to the Railway Board for consideration on its merits.

The Palestine Railways are so situated geographically that rates over existing lines must be kept very low to withstand road and sea competition.

Kantara—Rafa Railway.—Decrease of £P.2,000 is attributed to the oil traffic which at present passes over this route ex Egypt, being transported to Haifa by tankers whence it will be distributed from the large bulk installations now in course of erection.

Hejaz Railway.—A decrease of £P.5,000 is anticipated in consequence of the approaching completion of the Hydro-Electric Works at Jisr El Mejami for which large quantities of machinery, building, etc., material have been transported.

Miscellaneous—£P.40,000.

	£P.
Palestine Railway Increase ...	15,000
Kantara—Rafa Railway Decrease ...	400
Hejaz Railway Decrease ...	1,100

Palestine Railway.—Increase of £P.15,000 is due as under:—

	£P.
(a) Increased provision in respect of charges for hire of Palestine Railways rolling stock payable by Kantara-Rafa Railway, viz.:—	
Increase of Interest Charges ...	3,500
Renewals Charges not included in 1929 Estimates ...	8,300
(b) Interest due by Petah Tikvah Railway on the amount of £P.33,846 advanced by Palestine Government for construction of Petah Tikvah Railway, previously payable to Government, now included in Palestine Railway Revenue ...	1,700
(c) Sales, Rent, &c., &c. ...	1,500
Total	£P.15,000

Kantara-Rafa Railway.—Decrease of £P.400. Estimate is based on actual earnings in 1929.

Hejaz Railway.—Decrease of £P.1,100. Estimate is based on actual earnings in 1929.

EXPENDITURE.

Total expenditure for all sections is £P.631,595, being £P.3,739 in excess of the estimated expenditure for 1929.

	1930. £P.	1929. £P.
Palestine Railway ...	400,595	392,192
Kantara-Rafa ...	133,000	128,428
Hejaz ...	98,000	107,236
Total	£P.631,595	£P.627,856

ABSTRACT "A."

Maintenance and Renewals of Ways and Works.

The total estimated expenditure is £P.104,000 as against £P.108,893 shown for 1929, a decrease of £P.4,893 accounted for as follows:—

	Increase. £P.	Decrease. £P.
Personal Emoluments ...	—	236
Maintenance of Roads, Bridges, and Works ...	—	70
Maintenance of Permanent Way ...	—	3,323
Maintenance of Stations and Buildings ...	68	—
Maintenance of Signalling and Interlocking ...	—	667
Transfer to Abstract "D" ...	—	665
	£P.68	£P.4,961

Expenditure in respect of Equipment and Furniture, Printing and Stationery and Uniforms under Abstract "D" (General Charges) has been included in Abstract "A," "B," and "C."

Palestine Railways.—The decrease of £P.425 is due to economies effected.

Kantara—Rafa Railway.—Increase of £P.5,942 is to provide for an accelerated programme of sleeper renewals. Use of the second-hand sleepers taken from the second line for renewals has reduced the average life of sleepers in the track whilst the recent discovery of termites (white ants) in a large number of sleepers has rendered systematic renewals of sleepers the more necessary.

Hejaz Railway.—Decrease of £P.10,410 is due principally to less expenditure required for maintenance of the permanent way. The condition of the line in Palestine and Trans-Jordan has considerably improved as a result of the repair work carried out in previous years.

ABSTRACT "B."

Maintenance and Renewals of Locomotives and Rolling Stock.

Total estimated expenditure is £P.118,000 as against £P.118,716 in 1929, there being a decrease of £P.716 due to reductions under Maintenance of Locomotives and Cars, £P.1,002; Maintenance of Coaching Stock, £P.2,732; Maintenance of Wagon Stock, £P.2,961; Electrical Services, £P.2,003; Transfer to Abstract "D" Equipment and Furniture; Printing and Stationery; and Uniforms, £P.400. There are increases under Personal Emoluments — £P.82, and Renewals of Locomotives and Rolling Stock Kantara—Rafa proportion—£P.8,300.

The Kantara—Rafa Railway proportion of renewals of locomotive stock was not shown separately in 1929 Estimates but included with Items 30 to 37.

ABSTRACT "C."

Transportation Expenses.

The total estimated expenditure is £P.155,000 as compared with £P.175,984, there being a decrease of £P.20,984. This is due to reductions of £P.10,461 in connexion with the operation of Locomotives and Cars; £P.841 Traffic Operation; £P.2,297 Personal Emoluments and £P.7,385 Transfer to Abstract "D" in respect to Equipment and Furniture, Printing and Stationery, and Uniforms.

As the requirements of the Haifa Harbour Works Department will be much lower than was expected, less expenditure will be required in connexion with running of trains for carriage of stone ex Athlit. On the Hejaz Railway (Palestine) Sentinel-Cammell coaches have replaced certain trains and in Trans-Jordan, the Amman—Ma'an train service is fortnightly instead of weekly.

ABSTRACT "D."

General Charges.

The total estimated expenditure is £P.85,000 as against £P.78,813, there being an increase of £P.6,187. This is due to increased Personal Emoluments, £P.1,602; House Allowances £P.86, £P.6,047 transferred from Abstracts "A," "B," and "C" in respect of Equipment and Furniture, Printing and Stationery, Advertising and Publicity, and Uniforms; Entertainment of Official Guests £P.50; interest in respect of hire of Palestine Railway Rolling Stock payable by Sinai (Kantara—Rafa) Railway £P.3,500; whilst there are decreases under Cost-of-Living Allowances £P.128; £P.1,500 Loss and Depreciation of Stores; £P.1,600, Rent of Buildings and Land; Medical Services, £P.1,430; Posts and Telegraphs Services £P.440.

Provision of £P.50 for the appointment of a Railway Agent at Damascus is included under Item D.74—Printing, Stationery, Traffic Advertising, and Publicity.

The increase of £P.3,500 for hire of rolling stock is necessitated by the fact that a charge for interest is also being raised against Kantara—Rafa Railway in respect of rolling stock included in the Wickham Valuation.

The amounts provided under Cost-of-Living Allowances, Loss and Depreciation of Stores, Rent of Buildings and Land, Medical, and Posts and Telegraphs Services are sufficient to meet the requirements in 1930.

In accordance with instructions given by the General Manager, additional appointments have been provided for in the Chief Accountant's Branch by the inclusion of one Assistant Accountant and one Stock Verifier; also the transfer of the Drewry Car Chargeman from Superintendent of the Line's Branch (Abstract "C") to the General Management to serve as motor car and trolley driver. It is proposed that the two former appointments should be filled by promoting junior officers of the service and particulars will be submitted to you in due course.

The salary scales in respect to Junior Service Officers have been shown as they were prior to 1st July, i.e., before introduction of the new scales defined for the Clerical cadre in Chief Secretary's Circular No. 41. This follows the instruction in your letter dated 24th July, 1929.

ABSTRACT "E."

Debt Charges.

Increase from £P.124,192 to £P.138,595 is occasioned by Sinking Fund charges amounting to £P.14,403 becoming payable in 1930 for the first time on the loan floated under the Palestine and East Africa Loans Act, 1926.

ABSTRACT "F."

	1930.	1929.
	£P.	£P.
Palestine Railway	15,000	5,000
Kantara-Rafa Railway	12,000	16,258
Hejaz Railway	4,000	—
	<u>£P.31,000</u>	<u>£P.21,258</u>

Palestine Railway—£P.15,000.—(i) In conformity with the procedure introduced in the 1929 Estimates, provision is made for £P.5,000 for minor new works. Your approval will be obtained before any expenditure is incurred under this head.

(ii) A good deal of the kerosene and benzine for consumption in Palestine, Trans-Jordan, and Damascus is imported by rail from Egypt, the Egyptian State Railways supplying the necessary rolling stock. The "Ocean" installation which the Shell Company is now erecting and similar installations which the other principal companies intend to erect in the new oil zone at Haifa will be fed from tankers lying in the Harbour. This will deprive Kantara-Rafa Railway of the revenue now derived from the import of oil and render it necessary for the Palestine Railway to purchase additional tank wagons for the bulk oil traffic. The provision of £P.10,000 is for the purchase of tank wagons for the carriage of kerosene, benzine, Diesel, Solar, and Mazout Oils. At present, the Palestine Railway possess only four tank wagons and two of these are in regular use for carriage of molasses ex Egypt.

Kantara-Rafa Railway—£P.12,000.—Total cost of realignment of the line between Rafa and Romani is estimated to cost £P.34,000 and £P.12,308 has been approved in respect of 1929. It is proposed that this work shall extend over three years, and £P.12,000 is required for 1930.

The necessity for this work is described in page 12 of my memorandum Confidential dated 21st September, 1928,* which deals with the 1929 Estimates. Relevant extract is quoted hereunder:—

"The Kantara-Rafa Railway at present is greatly handicapped by reason of the fact that it abounds in small radius curves laid on sand formation with the result that it is most difficult in many places to maintain alignment and superelevation for speeds greater than 30 miles per hour. There is also the element of danger to be considered for a heavy train passing at speed over a tortuous track laid on sand can quite easily throw the curves out of centre and so make it possible for a later train to be placed in danger of derailment. It is only by constant and careful patrolling and attention to alignment and superelevation that the chance of accident can be kept at a minimum."

Hejaz Railway—£P.4,000.—The Shell Company have recently completed installations at Afule, Amman, and Damascus, for the reception of bulk supplies of benzine and kerosene. A good deal of this traffic has hitherto been forwarded in drums and tins in ordinary covered goods wagons. With the establishment of these new installations, and as distribution of supplies will be effected from the new "Ocean" installation now in course of erection at Haifa, additional tank wagons will be required. It is proposed to purchase four tanks from England and mount them locally on Hejaz Railway under-frames; the other two tanks to be purchased from Vacuum Oil Company for £P.965. This latter purchase is dealt with in despatches No. 1257 and No. 598 dated 14th December, 1928,† and 22nd June‡ respectively, to Colonial Office.

CO-ORDINATION OF ROAD SERVICES.

It is considered that the time has arrived when a move should be made in the direction of co-ordinating the principal road and railway services so that

* Enclosure 3 in No. 1 in Middle East No. 27.

† C. 57644/28 [No. 1]: not printed.

‡ C. 67352/29 [No. 1]: not printed.

competition between the two will be eliminated as far as possible and each will act as a feeder to the other. The four English railway groups are doing this on a very large scale by purchasing a 50 per cent. interest in the important road motor companies operating in their respective territories, thus controlling the policy of such undertakings to their mutual advantage.

It is thought that a reliable group could be attracted to amalgamate the irregular services now operating throughout Palestine, both for goods and passengers, this to be done in conjunction with the Railways and with due regard to existing services and tariffs.

A step in this direction has been recently made in connexion with development of passenger traffic between Egypt and the Lebanon by the issue of combined rail and road "through" tickets. Tenders were invited from motor car proprietors for the road service between Haifa and Beirut and the innovation has been entirely justified, a very large number of passengers having been attracted to utilize the overland route in preference to sea. Besides supplying an efficient contractual service the cost of motor transport between Haifa and the Lebanon has been substantially reduced.

If such a scheme is agreed in principle, definite proposals will be submitted for consideration.

EXISTENCE OF DUAL GAUGE RAILWAYS IN PALESTINE.

The existence of 4' 8½" and 105 cm. gauge railways in Palestine constitutes a serious drawback to railway transportation and apart from the inconvenience of having to tranship everything at Haifa, necessitates the retention of two sets of rolling stock. If there were a uniform 4' 8½" gauge throughout, Palestine Railways stock instead of Hejaz Railway narrow gauge stock could be utilized to serve Northern Palestine thus effecting an appreciable reduction in costs of maintenance and train operation. Extensions of the standard gauge to Samakh which is well situated for a transshipment station, and to Acre, and disbandment of the Afule-Nablus-Tulkarem section would greatly improve the facilities and lessen the cost of transportation. Another important point in favour of a scheme for a uniform gauge would be the elimination of expense in providing for dual gauge tracks when the lay-out of Haifa station has to be extensively remodelled consequent upon improved port facilities.

A connexion to Tiberias, with a standard gauge Railway joining up with the Syrian 4' 8½" system at Rayak, would serve an area potentially rich and place northern Palestine on the through chain of International Communication. The commercial possibilities of such a scheme are, in my opinion, greater than those offered by the Haifa-Beirut-Tripoli route.

DEVIATION OF MAIN LINE OF RAILWAY VIA TEL-AVIV/JAFFA.

The advantages to be gained by this project have already been pointed out. A saving of approximately £P.10,000 per annum would be effected in train working expenses alone by transferring the junction from Lydda; furthermore, the use of the existing Ras El Ain-Petah Tikvah line would convert the operation of that line from a loss to a profit. If it has been determined that this scheme is to be carried out eventually—though for various reasons it must at present remain in abeyance—it would appear advisable for a proper survey of the line to be made forthwith as extensive development is taking place along the proposed route.

RENEWALS FUND.

As the scheme for a Renewals Fund has not yet been approved by the Secretary of State, no provision has been made in the Estimates specially on this account.

ERECTION OF NEW RAILWAY WORKSHOPS.

The work of erection has not yet been commenced and the disadvantages attending maintenance of locomotives and rolling stock on account of inadequate facilities are likely to remain during 1930.

Notification prior to commencement of the financial year that the 1929 Estimates were approved and separation of Railway Accounts from those of the Government has rendered the framing of these estimates easier; moreover, it is now possible to base the figures on actual results to the end of the half-year. Changes in accounting procedure whereby instead of separate accounts for the Treasurer and Railway, only one set of accounts is now maintained, have simplified the work and enabled a closer

check to be effected over expenditure. Continuation, however, of the procedure which requires separate revenue and expenditure accounts to be maintained in respect to the Palestine Railway, Kantara-Rafa section and Hejaz Railway is obstructive to efficient control and can only be regarded as unwieldy and uncommercial. It is urged that the proposals submitted for unification of accounts should be adopted with the least possible delay.

Economy has continued to be practised in every possible direction consistent with safety and I am satisfied that reduction of expenditure is not being affected by lowering the standard of maintenance or efficiency. On the contrary, it may be permissible to say that public transport services in Palestine compare very favourably with those provided in adjacent territories and they have never attained a higher standard than at present.

G. M. CAMPIGLI,
Acting General Manager.

Copy to :—Treasurer, Jerusalem.

Enclosure 6 in No. 1.

CHIEF SECRETARY.

15th July, 1929.

Subject :—Annual Estimates, 1930.

I TRANSMIT herewith Estimates for the year 1930 in respect of the office of the Commissioner of Lands and of Land Settlement, together with Estimates for assessment operations under the Urban Property Tax Ordinance and for revision of the distribution of the commuted tithe under the Commutation of Tithes Ordinance.

2. The total amount of the Estimates in respect of my office and of Land Settlement is £P.27,096 as compared with £P.23,410 for the current year. The amount for assessment operations under the Urban Property Tax Ordinance is £P.6,876 as compared with £P.10,850, and for the work under the Commutation of Tithes Ordinance £P.7,335 as compared with £P.7,500.

3. *Land Settlement.*—The following remarks are submitted on the general question of the programme of settlement for 1930 :—

- (i) Two main parties were formed in 1928 and during the twelve months which have elapsed since the first Notice of Settlement was issued under the Ordinance, operations have been proceeding in 17 villages.
- (ii) A number of factors have combined to prevent the work from proceeding as rapidly as had been anticipated :—
 - (a) the Land Registration Ordinance, which was pressed for last year and was published as a Bill in November, 1928, has not yet been enacted. As it is important that decisions on claims in adjoining villages, and indeed in all settlement areas, should be consistent, Settlement Officers were instructed, pending the enactment of this Ordinance, to proceed with preliminary investigation but to endeavour to delay final investigations and decisions on claims until, with the enactment of the Ordinance, the provisions thereof could be given effect to in decisions on claims;
 - (b) during the period in question, it has been necessary to evolve the procedure of settlement and to amend it from time to time as experience has shown how it may be simplified in order to reduce the time occupied in carrying out the different operations, thereby securing efficiency with economy;
 - (c) the Senior Assistant Settlement Officers needed to be trained in the responsible work of carrying out preliminary investigations leading up to the compilation of the Schedules of Claims and the clerical staff in work of a very complicated nature, requiring an extremely high degree of care and exactitude.
- (iii) There are still a number of points which must be tested before a decision can be reached as to the minimum composition of the staff required for the different operations of settlement.
- (iv) These operations can be divided roughly into four main parts :—
 - (a) demarcation of parcels on the ground by surveyors and the completion of the croquis of the registration block map;

- (b) preliminary investigation of claims by the Senior Assistant Settlement Officer and the compiling of the Schedule of Claims;
 - (c) final investigation by the Settlement Officer and the settlement by him of claims whether disputed or not, with the compilation of the Schedule of Rights; and
 - (d) entry by the Registrar of the Schedule of Rights in the new Register.
- (v) It is most important to ascertain the relative speed and value of each of the main operations in order to be in a position to provide a co-related programme with a minimum staff.

It would lead to confusion if the surveyors in a village proceeded so rapidly with demarcation on the ground and the supply of maps that the Senior Assistant could not keep up with them; while if he were able to proceed more rapidly than they, his work would come to a temporary standstill.

The relative speed of the preliminary and final investigation operations must also be ascertained and controlled; for the time which the Settlement Officer would require to complete the final investigations in an average village would indicate with how many Senior Assistants' work he could keep up, and there must be as little delay as possible between the completion of the preliminary investigation stage and that of the final investigation; otherwise the former operations would be rendered useless in many cases, because involuntary changes of ownership, caused by death, will occur, and voluntary dispositions, governed by economic conditions, must not be unduly interfered with or delayed.

The time required for the final operation, namely, that of the entry from the Schedule of Rights in the new Registers, is of importance mainly to enable an estimate to be made of the staff which the Director of Lands would ultimately require in the Land Registry Offices.

- (vi) A procedure has now been laid down and the enactment of the Land Registration Ordinance having been decided, and eight Senior Assistants having been trained, I propose, during the remaining months of this year and throughout 1930, to test the procedure and the speed of the main operations in their relation to each other.
- (vii) During the remaining months of the current year, the two Settlement Officers will complete the villages now under settlement, while next year I propose to attach each group of two Senior Assistants to a Settlement Officer, obtaining thereby four main settlement parties, each directed by a Settlement Officer with two sub-parties under him, each of which will be directed by a Senior Assistant. Parties of surveyors will work in advance of the demarcation of parcels on the ground and on the preparation of the registration block maps.
- (viii) Messrs Lowick and Camp are in charge of the two main parties now operating. Officers must, therefore, be found to take charge of the two additional parties in 1930.

I propose to appoint Mr. Reading in charge of one of them and to ask for the secondment of a British District Officer for the other.

Mr. Reading is President of the Demarcation Commission at Beisan which is carrying out the transfer of land under the Ghor Mudawara Agreement. I anticipate that all the claims of persons to be admitted as Transferees in the area covered by the Agreement will be decided before the end of the current year and that the parcellation schemes will have reached so advanced a stage by the spring of 1930, that Mr. Reading could be safely dissociated from that work. Mr. Pusey, who is Mr. Reading's assistant, is fully qualified and would be directed to complete it.

The appointment of a fourth Settlement Officer may be a matter of some difficulty, as it may not be easy to find an officer whom the District Commissioner could spare from the District Administration, and, on the other hand, the officer who is selected may not be willing to exchange the comparatively simple routine of District work for the exceedingly difficult work of settlement, without adequate compensatory remuneration.

I must also draw attention to the fact that in 1930 Messrs. Lowick and Camp will have completed two years of settlement work, which was the

period for which they were seconded, and unless more satisfactory arrangements are made with regard to their emoluments as Settlement Officers, they will probably not be desirous to extend the period of their secondment.

I have also to submit that, in my opinion, the arrangement which was originally made by Government, that a District Officer should be seconded to settlement for two years only, is not practical and if adhered to will result in considerably delaying the completion of settlement, and, because of that delay, in increasing the cost to an extent incompatible with public interests.

However capable a District Officer may be, some months would always elapse before he could make himself thoroughly conversant with the administrative and judicial intricacies of the work. The work of his party would slow down during that period and generally we should have only about 18 months' normal progress under him, when he would be replaced by an officer, who in his turn would have to learn the work. With each fresh appointment there would also be a grave risk of wrong decisions being given in disputed cases by inexperienced officers, or, at the best, decisions inconsistent with those made by their predecessors.

Government should, therefore, give careful consideration to the question of adequately compensating officers who are selected for settlement work.

When satisfactory compensation has been provided, selected officers should be offered secondments, not for a prescribed period, but at the High Commissioner's pleasure and, preferably, for the whole period of settlement, except where a vacancy occurs which carries with it promotion to which a particular officer may be entitled by reason of seniority or special qualifications.

Under a later paragraph, where I submit observations with regard to particular items in the Estimates, I shall go more fully into this question. In the meantime, I would merely state, that, provided he can be spared from the District Administration and the emoluments of the post of Settlement Officer are such as to make him willing to be seconded, Mr. Bailey would appear to be a suitable officer for the fourth main party.

- (ix) In accordance with recommendations which were made by Sir Ernest Dowson and approved by Government, the main parties, as well as the sub-parties, have hitherto been accommodated under canvas. Experience during the past year has satisfied me that there is no necessity to incur the heavy expenditure which is entailed by keeping main parties in tents. With the exception of the Settlement Officer, none of his main party staff are required to be mobile, as their work is entirely confined to the office. Not only would they work better in an ordinary office and keep in better health if they lived under normal town conditions, where they could enjoy the ordinary amenities of life, but the cost to Government would be considerably reduced. No provision would be necessary for an expensive equipment of tents, kitchen huts, or camp furniture and field allowance would not need to be paid to them.

The Settlement Officer, who must be mobile, is entitled to keep a car and could travel to the villages in which final investigations are to be carried out, quite as easily, and as rapidly, from headquarters situated in a town as he could from a camp. The laborious work, involving the heavy expenditure of moving a main party camp from village to village, would also be avoided.

The Senior Assistant and his staff in the sub-parties must continue to be provided with tents as their work is mainly field work and they must move from village to village to carry out preliminary investigations on the spot and prepare Schedules of Claims.

I recommend, therefore, that in future, the main parties be stationed in the most convenient towns of the settlement areas to which the Settlement Officers are appointed. Our present stock of tents is sufficient for the eight sub-parties which will be operating in 1930 and will leave a surplus which would be available for the additional sub-parties to be formed in 1931 under the programme of expansion for that year. In the meantime the surplus equipment could be stored.

If the main parties are to remain under canvas, the Estimates submitted would require to be increased by not less than £P.5,211 to provide for additional personnel and other charges, viz. :—

	£P.
Camp Equipment	2,501
Labourers	576
Travelling and Transport	250
Railway Fares and Freight	50
Clothing	20
Lighting and Heating	10
Maintenance of Camp Equipment	100
Field Allowances	1,704
	£P.5,211

(x) The Schedule attached shows the composition of the present staff, compared with numerical increases for the programme of 1930.

(xi) The following observations are submitted with regard to particular items in the Estimates :—

Items 7, 8, and 9.—Settlement will come to an end after a number of years and must be considered a temporary operation which would not justify having a permanent cadre of its own.

Officers selected for the work can, therefore, only be offered temporary appointments, or must be seconded from other Departments.

On the other hand, the responsibilities of the position and the functions of a Settlement Officer are of such importance as to justify his appointment in a Class superior to that of a District Officer and approaching rather to that of a Land Court Judge.

It is also important to avoid a break in the continuity of the work, and if officers, selected to take charge of settlement parties, are seconded, they should be so for a sufficiently long period as to minimize, as much as possible, the dislocation inseparable from a change of staff. In my opinion secondment should preferably be for the whole period of settlement.

Now in order that officers may be found who would be willing to exchange the relatively simple duties of District Administration for the arduous responsibilities of settlement, compensation, by way of attractive remuneration, must be provided.

An acting grade, superior to that of the substantive grade of the District Officer, would probably provide the best incentive, but if that were considered undesirable, compensation, by way of a generous duty allowance, might be an acceptable alternative.

While I am of opinion that the functions and responsibilities of a Settlement Officer are as important as, and are far more arduous than, those of a Land Court Judge, it is admitted that it would be undesirable to place a Settlement Officer in the same grade as a Judge who has professional qualifications which the former does not possess and to whom appeals may be submitted against the decision of the Settlement Officer. I submit, however, that the duties of the Settlement Officer are fully worth a remuneration of about £P.1,200 per annum.

Sir Ernest Dowson informed the undersigned and Messrs. Lowick and Camp in 1927, that, when the appointment of officers for settlement work was first mooted, the Chief Secretary stated that, in addition to the salary of his class, the District Officer selected for settlement duty would be paid a duty allowance of £P.200 and field allowance of £P.90. I believe that this was agreed to by Lord Plumer who was then High Commissioner.

The two officers accepted the conditions and were very naturally both surprised and aggrieved when the duty allowance was reduced to £P.100. I suggest that it should be raised to the amount which was originally promised and that the field allowance, which had hitherto been paid to them because they lived under canvas, should continue to be paid as duty allowance, making a total of £P.300 duty allowance.

I have, therefore, provided in Items 7, 8, and 9 for a total remuneration of £P.1,150 for each officer.

If this is agreed to, the Settlement Officer would be shown in the class to which he may belong in his substantive post in the District Administration. Should, however, an acting grade (Class 1) be preferred and the Settlement Officer be entitled to increments in that Class, the duty allowance in Item 9 might be reduced to £P.200. The remuneration of Messrs. Lowick, Camp, and Reading should be made retroactive from the date of their appointments as Settlement Officers.

Item 10.—The post of Chief Land Valuer and Inspector also requires consideration.

The officer holding the appointment is responsible under the Commissioner of Lands for the valuation of every dunum of lands in the country for Registration Fee and Land Tax purposes, and, also under the direction of the Commissioner of Lands, controls the assessment operations of immovable property under the Urban Property Tax Ordinance.

Valuation of rural lands by Fiscal Block has already been made in 60 villages for a total of 1,024,000 dunums.

The assessment of urban properties in Jerusalem, Jaffa, Tel-Aviv, Beisan, Tulkarem, and Gaza, has been completed and is in progress in Ramleh, Lydda, Haifa, Tiberias, and Nablus.

It is anticipated that the assessment of the remaining towns will be completed by the spring of 1931, but there will be annual revision of assessment as well as new assessments of properties included in any extension of urban areas.

The post of Chief Land Valuer should be a permanent pensionable appointment in Class 1. It has already been realized that this post would become a permanent one and intimation to that effect was made in despatch of 18th January* to the Secretary of State.

I recommend that Mr. Bennett, who possesses special qualifications for the post, both by training and by experience in England and in Palestine, should be transferred from the Land Department and appointed Chief Land Valuer. If this is agreed, Item 10 should read at £P.750—25—950 and be starred as pensionable, and Item 12 deleted.

Item 15.—The services of Mr. Hughes will be required throughout 1930 and, if he consents to stay in Palestine until 1932, should be retained until then, as it is hoped that it may be possible to apply the Land Tax to all rural areas during that year.

Item 17.—Eight of these Senior Assistant Settlement Officers will be in charge of sub-parties. One other, Mr. Pusey, will remain in Beisan on demarcation work under the Ghor Mudawara Agreement. The remaining four should be appointed during the year to be trained in readiness for expansion of Settlement in 1931, and they would be available in the meantime to relieve Senior Assistants in charge of sub-parties who may be absent on sick leave or on vacation leave.

The Secretary of State suggested in his despatch No. 1021 of the 6th December, 1928,† that these officers should be recruited from the Palestinian District Officers in Class 3, District Administration.

The difference in the emoluments of a Senior Assistant Settlement Officer, as compared with those of a District Officer, is so out of proportion to the hardships of field work and enforced absence from their families and of the ordinary amenities of life which is the lot of the Senior Assistant, that I doubt if any District Officer would willingly accept secondment.

We shall probably require eventually a total of 16, or possibly more, Senior Assistants, and even if they were willing to come, it is doubtful if, at the best, District Commissioners would be able to release more than one or two District Officers.

On the other hand, the emoluments of a Senior Assistant Settlement Officer, as paid hitherto, need not be increased, because I do not anticipate any difficulty in finding a sufficient number of educated men outside the Service, or possibly in the Junior Branch of the Administration, who would be willing to accept temporary appointments at the remuneration provided.

* P.F. 20595 M.E. [No. 10]: not printed.

† C. 57604/23 [No. 3]: not printed.

It is submitted, therefore, that it should not be prescribed that recruits must be obtained from Class 3 District Administration Officers for settlement work.

Item 20.—As the four Senior Assistants under training would not be on active independent duty in the field during the whole of next year, the provision made should be sufficient to cover any short periods of relieving duty.

Item 21.—This will be reduced if Settlement Officers are promoted to an acting Grade, higher than their substantive appointments in the District Administration, and if Mr. Bennett's substantive appointment in Class 1 is approved.

Items 22, 23, and 24.—I do not think it necessary to perpetuate the post of Junior Assistant Settlement Officer with duty allowance.

Experience has proved that these Officers are of much greater use to the Settlement Officer in the office of the main party, in control of the claims and Court sections, which are occupied with all the details from which the Schedules of Claims are checked and the Schedules of Rights compiled.

The title of Junior Assistant Settlement Officer raises pretensions not commensurate with the actual work and responsibility of the Officer holding the appointment, and it is preferred to style them clerical officers, Grade II, without duty allowance.

One of each of these officers would be with each of the four main parties, and the fifth would be required to assist Mr. Pusey when he assumes direction of the demarcation work in Beisan, and would be the representative on the Commission of the Director of Lands.

Item 25.—I am of the opinion that one Moslem Religious Court Judge should be sufficient during 1930. If his work increases to such an extent that he could not cope with it single-handed, a Special Warrant for an additional officer will be applied for.

Items 27, 28, 29, and 30.—Settlement Officers have now three Grade III and two Grade IV Officers with the main parties. They agree with me that two Grade III and three Grade IV clerks would meet their requirements equally well.

Item 31.—The volume of work in the main office of the Settlement Party has grown to such dimensions that an additional clerk, Grade V, is necessary.

Item 32.—Two Process Servers have so far been provided for each Settlement Officer. I am of the opinion that one is sufficient for each party, and the officers at present holding these appointments will be allotted one each to the four Settlement Officers.

Item 33.—A small adjustment is rendered necessary because of the increase in the number of active sub-parties.

Item 34.—As the staff of the main parties will be stationed in towns, they will not be entitled to field allowances; hence the reduction.

Item 46.—As the main parties will be stationed in towns, no provision need be made for camp equipment next year, although they will be increased from two to four parties.

4. *Urban Assessment.* The Estimates provide for the assessment of immovable property in the towns of Acre, Safad, Nazareth, Jenin, Bethlehem, Bait Jala, and Hebron, to which it is intended to request the application of the Urban Property Tax Ordinance in 1930, and for the annual revision in the towns of Jerusalem, Jaffa (with Tel-Aviv), Gaza, Ramleh, Lydda, Beisan and Tulkarem.

5. *Distribution of the Commuted Tithe and Collection Expenses.* The Estimates include provision—

- for the estimation of crops in part of Beersheba Sub-District to which the Commutation of Tithes Ordinance has not yet been applied;
- for the distribution of the commuted tithe in the tribal areas of El Sawahreh, El Ta'amreh, El Rashaydeh, and El Ibeidieh, in the Jerusalem Division, to which the provisions of the Ordinance will be extended next year;
- for the annual revision of the distribution of the commuted tithe under Section 14 of the Ordinance; and
- for remuneration to Mukhtars whose responsibility it is to collect the tithe and the commuted tithe.

6. *Estimates of Departments of Lands and of Surveys.* The Director of Lands and the Director of Surveys have been informed of the programme proposed for 1930, and have been requested to make corresponding provision in their Estimates.

Very little, if any, increase of staff will be necessary in the Department of Lands, but provision will be required for loose-leaf binders for the new Registers and for steel cupboards in which to safeguard the Registers and their accompanying survey plans.

The Director of Surveys, on the other hand, will require a considerable increase of staff, both in the field and in the office. His work in relation to the programme of the office of the Commissioner of Lands will include:—

- topo-cadastral survey (1/10,000 scale) which is the preliminary work for settlement operations; which will provide the framework for Land Tax purposes; and maps for general departmental and War Office purposes;
- demarcation of parcels on the ground and preparation of registration block maps, on a 1/2,500 scale, immediately in advance of the Settlement Officer;
- survey of lands for departmental requirements, or which are subject to transactions in the Land Registry in other than settlement areas;
- survey and mapping for assessment purposes under the Urban Property Tax Ordinance of the following towns:—
Hebron, Bethlehem, Beit Jala, Beersheba, Jericho, and Ramallah.
- mapping and demarcation work under the Ghor Mudawara Agreement.

If the topo-cadastral survey is not carried forward according to programme, the effect will be the slowing down of settlement operations two or three years hence, just when we should normally expect to be able to divide the whole country into settlement areas with a complete staff of trained Settlement Officers, Senior Assistants and clerks working on an approved programme which will envisage the completion of the settlement of the country within a given number of years.

The Land Tax, which need not await the completion of settlement but which cannot be brought in until the fiscal block framework is complete, would also be thrown back indefinitely.

Should there not be sufficient staff for the demarcation of parcels and the preparation of registration block plans, the work of the Senior Assistant Settlement Officers and of the Settlement Officers themselves would be immediately dislocated and held up.

Delay in the survey of the towns and of the preparation of assessment block maps would similarly hinder the assessment of urban property under the Urban Property Tax Ordinance.

If an adequate computing, mapping, and printing staff is not provided all the services enumerated above would be affected.

It is, therefore, apparent that the programme of Land Settlement, of Urban Assessment, of the Ghor Mudawara Agreement and of the early replacement of Werko and tithes by the Land Tax, is unavoidably dependent on the work of the Department of Surveys and the Estimates for that Department should, therefore, be considered in their relation to the work of the office of the Commissioner of Lands.

A. ABRAMSON,
Commissioner of Lands.

LAND SETTLEMENT ESTIMATES, 1930.

Item.	Details of Expenditure.	Approved		Increase.	Decrease.
		Estimates 1929.	Estimates 1930.		
		£P.	£P.	£P.	£P.
<i>A. Personal Emoluments.</i>					
1.	Commissioner of Lands at £P.1,400 p.a. ...	1,400	1,400	—	—
2.	Expatriation Allowance at £P.200 p.a. ...	200	200	—	—
3.	1 Office Assistant at £P.300— 10—550 p.a. ...	300	308	8	—
4.	3 Settlement Officers at £P.550 —25—750 p.a. ...	2,213	—	—	2,213
	Carried forward ...	4,113	1,908	8	2,213

34

Item.	Details of Expenditure.	Approved Estimates 1929. £P.	Estimates 1930. £P.	Increase. £P.	Decrease. £P.
	Brought forward ...	4,113	1,908	8	2,213
5.	Expatriation Allowances at £P.100 p.a. ...	300	—	—	300
6.	Duty Allowances at £P.100 p.a. ...	300	—	—	300
7.	4 Settlement Officers at £P.750 p.a. ...	—	3,000	3,000	—
8.	Expatriation Allowances at £P.100 p.a. ...	—	400	400	—
9.	Duty Allowances at £P.300 p.a. ...	—	1,200	1,200	—
10.	1 Inspector and Land Valuer at £P.750 p.a. ...	750	750	—	—
11.	Expatriation Allowance at £P.100 p.a. ...	100	100	—	—
12.	Duty Allowance at £P.100 p.a. ...	—	100	100	—
13.	1 Inspector and Land Valuer at £P.550—25—750 p.a. ...	750	750	—	—
14.	Expatriation Allowance at £P.100 p.a. ...	100	100	—	—
15.	1 Inspector and Land Valuer at £P.1,008 p.a. ...	1,008	1,008	—	—
16.	9 Senior Assistant Land Settlement Officers at £P.300—10—550 p.a. ...	2,770	—	—	2,770
17.	13 Senior Assistant Land Settlement Officers at £P.300—10—550 p.a. ...	—	4,159	4,159	—
18.	Expatriation Allowance at £P.50 p.a. ...	50	50	—	—
19.	Duty Allowances (for nine Senior Assistant Settlement Officers) at £P.50 p.a. ...	450	450	—	—
20.	Duty Allowances (for four Senior Assistant Settlement Officers) at £P.50 p.a. (for two months only) ...	—	33	33	—
21.	Compensatory Allowances ...	149	149	—	—
22.	2 Junior Assistant Settlement Officers at £P.240—10—280 p.a. ...	480	—	—	480
23.	Duty Allowances at £P.40 p.a. ...	80	—	—	80
24.	5 Clerks, Grade II at £P.240—10—280 p.a. ...	—	1,200	1,200	—
25.	1 Moslem Religious Court Judge at £P.240 p.a. ...	240	240	—	—
26.	1 Clerk, Grade I at £P.290—10—340 p.a. ...	300	309	9	—
27.	9 Clerks, Grade III at £P.192—6—240 p.a. ...	1,743	—	—	1,743
28.	11 Clerks, Grade III at £P.192—6—240 p.a. ...	—	2,157	2,157	—
29.	15 Clerks, Grade IV at £P.144—6—180 p.a. ...	2,175	—	—	2,175
30.	23 Clerks, Grade IV at £P.144—6—180 p.a. ...	—	3,378	3,378	—
31.	4 Clerks, Grade V at £P.96—6—132 p.a. ...	—	384	384	—
32.	4 Process Servers at £P.72 p.a. ...	288	288	—	—
33.	Labour Service ...	1,116	1,260	144	—
34.	Field Allowances ...	2,053	1,253	—	800
Total Personal Emoluments		£P.19,315	£P.24,626	£P.16,172	£P.10,861

35

Item.	Details of Expenditure.	Approved Estimates 1929. £P.	Estimates 1930. £P.	Increase. £P.	Decrease. £P.
<i>B. Other Charges.</i>					
35.	Transport and Travelling ...	1,850	1,500	—	350
36.	Railway Fares and Freight ...	300	200	—	100
37.	Clothing ...	40	40	—	—
38.	Maintenance of Camp Equipment ...	100	50	—	50
39.	Lighting and Heating ...	70	50	—	20
40.	Payments to Mukhtars ...	50	—	—	50
41.	Typewriters and Duplicators ...	435	250	—	185
42.	Telegrams, Telephones, and Postage ...	70	140	70	—
43.	Water Supply ...	20	20	—	—
44.	Contingencies ...	70	50	—	20
<i>Special Expenditure.</i>					
45.	Office Equipment ...	60	170	110	—
46.	Camp Equipment ...	1,030	—	—	1,030
Total Other Charges ...		4,095	2,470	180	1,805
Total Personal Emoluments ...		19,315	24,626	16,172	10,861
Total Land Settlement ...		£P.23,410	£P.27,096	£P.16,352	£P.12,666

SCHEDULE

(To accompany letter No. 1/30 of 15th July, 1929).

		1929 (2 Settlement Parties).				1930 (4 Settlement Parties).			
Category.	No.	Class or Grade.	Duty Allowance.	Field Allowance.	No.	Class or Grade.	Duty Allowance.	Field Allowance.	
<i>A. Land Settlement.</i>									
Settlement Officers ..	2	2	yes	yes	4		yes	no	
S.A.S. Officers ..	8	3	yes	yes	8	3	yes	yes	
J.A.S. Officers ..	2	II	yes	yes	—	II	—	—	
Clerical Officers ..	—	II	—	—	5	II	no	yes	(1 only)
Clerical Officers ..	6	III	no	yes	8	III	no	no	
Clerical Officers (Main Parties) ..	4	IV	no	yes	12	IV	no	no	
Clerical Officers (Sub-Parties) ..	8	IV	no	yes	8	IV	no	yes	
Clerical Officers (Main Parties) ..	—	V	—	—	4	V	no	no	
Process Servers ..	4	—	—	—	4	—	—	—	
Labourers (Main Parties) ..	8	—	—	—	4	(Office Messengers)			
Labourers (Sub-Parties) ..	16	—	—	—	28	—	—	—	
<i>B. Beisan Demarcation Commission.</i>									
President, Dem. Com. ..	1	2	yes	yes	1	3	yes	yes	
S.A.S.O. (who is also the representative on the Commission of the D. of Lands) ..	1	3	yes	yes	—	—	—	—	
Clerical Officer ..	—	II	—	—	1	II	no	yes	
ditto ..	—	—	—	—	—	—	—	—	
Clerical Officer ..	1	III	no	yes	1	III	no	yes	
Clerical Officer ..	1	IV	no	yes	1	IV	no	yes	
Labourers ..	4	—	—	—	4	—	—	—	
<i>C. Office of the Commissioner of Lands.</i>									
No increase.									

A. ABRAMSON,
Commissioner of Lands.

*Tithes Estimation and Redistribution of the Commuted Tithe.
Estimates, 1930.*

District.	Estimates, 1929.		Estimates, 1930.	
	Distribution of Commuted Tithe.	Estimation of Ordinary Tithe.	Redistribution of Commuted Tithe.	Estimation of Ordinary Tithe.
	£P.	£P.	£P.	£P.
Northern	1,955	—	1,110	—
Southern	655	430	375	430
Jerusalem Division ..	460	—	310	—
	£P.3,070	£P.430	£P.1,795	£P.430
	£P.3,500		£P.2,225	

Remuneration to Mukhtars for Collection of Tithes.

District.	Estimates, 1929.		Estimates, 1930.	
	£P.	£P.	£P.	£P.
Northern	2,000	2,570		
Southern	1,500	2,000		
Jerusalem Division ..	500	540		
Totals	£P.4,000	£P.5,110		

A. ABRAMSON,
Commissioner of Lands.

URBAN ASSESSMENTS.

Estimate for 1930.

	Assessment Committees										Appeal Commissions				Temporary additional clerical assistance		Period Transport		Contin- gencies		Total	
	Surveyor- Valuers		Temporary revenue clerks		Non-official members		Mukhtars		Labourers		Period		Clerks		No.		Months		£P.		£P.	
	No.	£P.	No.	£P.	No.	£P.	No.	£P.	No.	£P.	Months	£P.	No.	£P.	No.	£P.	Months	£P.	No.	£P.	No.	£P.
Jerusalem	1	40	—	—	2	52	1	16	1	8	2	1	25	1	19	—	—	—	26	4	190	
Revision	2	160	2	96	2	104	2	64	2	32	4	1	20	1	15	—	24	2	10	2	539	
Bethlehem	2	120	2	72	4	156	2	48	2	24	3	1	15	1	12	—	24	2	5	2	490	
Beit-Jala																						
Jaffa.																						
Tel-Aviv	1	40	—	—	2	52	1	16	1	10	2	1	25	1	19	—	—	—	30	8	200	
Revision																						
Gaza	1	10	—	—	2	15	1	4.500	1	2	15	1	7	1	5.500	—	—	—	—	1	45	
Revision																						
Ramleh	1	5	—	—	2	7	1	2	1	2	—	1	2	1	1.500	—	—	—	—	.500	20	
Revision																						
Lydda.	1	5	—	—	2	7	1	2	1	2	—	1	2	1	1.500	—	—	—	—	.500	20	
Revision	3	300	3	180	6	390	3	120	3	60	5	1	25	1	19	—	36	3	10	2	1,154	
Hebron																						
Haifa	4	240	4	144	4	156	4	96	4	60	3	1	75	1	39	2	72	3	119	60	1,097	
Completion																						
Nablus	2	80	2	48	4	104	2	32	2	16	2	1	25	1	13	1	12	1	10	10	362	
Completion																						
Tiberias	2	24	2	24	4	52	2	16	2	8	1	1	25	1	13	1	12	1	8	10	192	
Completion																						
Tulkarem	1	5	—	—	2	7	1	2	1	2	—	1	2	1	1.500	—	—	—	—	.500	20	
Revision																						
Beisan	1	5	—	—	2	14	1	2	1	2	—	1	2	1	1.500	—	—	—	—	.500	15	
Revision	2	160	2	96	4	208	2	64	2	32	4	1	20	1	15	—	48	4	10	2	667	
Acre	2	160	2	96	4	208	2	64	2	32	4	1	20	1	15	—	48	4	5	2	662	
Safad	2	160	2	96	4	208	2	64	2	32	4	1	20	1	15	—	48	4	5	2	662	
Nazareth	2	120	2	72	4	156	2	48	2	24	3	1	20	1	15	—	72	3	—	2	541	
Jenin																						
		£P.1,634		£P.924		£P.1,896		£P.600.500		£P.348			£P.330		£P.220.500		£P.132		£P.238		£P.109	£P.6,876

A. ABRAMSON,
Commissioner of Lands.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 28th October, 1929.)

(Confidential.)

MY LORD.

Government Offices, Jerusalem, 16th October, 1929.

I HAVE the honour to refer to paragraph 17 of my despatch No. 897 of the 5th October,* regarding the draft Estimates of Revenue and Expenditure for Palestine for the year 1930, in which I promised to address Your Lordship about the budget proposals of the Director of Agriculture and Forests. For convenience of reference, I forward herewith an additional copy of the original Estimates submitted by him and the explanatory memoranda and appendices.†

2. The proposals envisaged a complete reorganization of the Department from its technical aspect, the main features of which were:—

- (i) the formation of distinct and self-contained agricultural, forestry, and horticultural services;
- (ii) the redistribution of Sub-Inspectors and of an increased and regraded cadre of junior personnel; and
- (iii) the regrading of the posts of Chief Veterinary Officer and the Senior Veterinary Officer.

The third proposal was one of the measures designed to bring into force in Palestine, as far as possible, the recommendations of the Committee on the Organization and Efficiency of the Colonial Veterinary Services.

3. The formation of the new forestry service makes it essential to create an appointment of Assistant Director, since the Director will, under the new scheme, be deprived of the assistance hitherto rendered in administration by the Deputy Director who will become Chief Forest Officer.

The formation of the new agricultural service involves the regrading of the present Senior Inspector of Agriculture; and, among the secondary services affected, the reorganization entails the regrading of the appointment of Analytical Chemist in Class 2 and the regrading of a number of posts in the junior establishment as recorded in the Acting Treasurer's memorandum on the Estimates.

4. In view of the over-riding need for economy, I found it impossible to provide in the Estimates for 1930 for more than (a) the regradings of the appointments of the Chief Agricultural Officer, Analytical Chemist, the Chief and Senior Veterinary Officers, and the junior personnel already mentioned, and (b) the new appointment of an Assistant Director.

Regarding the Chief and Senior Veterinary Officers, I invite reference to my despatches No. 890 of the 4th October‡ and Confidential of the 23rd September, 1929.§

The extent to which the budget proposals of the Director were accordingly revised for incorporation in the general draft Estimates will be clear from the accompanying comparative statement.

Within the limits thus imposed, I am authorizing the Director to introduce at once the changes of organization which his proposals imply; no promotions or regradings will, of course, take place until Your Lordship's sanction is received in each case

5. I consider that the placing of the appointment of Chief Forest Officer in Grade E should be regarded as personal to the present holder. I see no grounds for differentiating that appointment from the appointment of Chief Veterinary Officer, which is to be in Grade F, or the similar appointments of virtual Heads of Services in the Departments of Posts and Telegraphs and Health.

I have, &c.,

J. R. CHANCELLOR,

High Commissioner for Palestine.

* No. 1.

† Not printed.

‡ C. 67413/29 [No. 5]: not printed.

§ P.F. 22893 M.E. [No. 20]: not printed.

Enclosure 3 in No. 2.

COMPARATIVE STATEMENT OF ESTIMATES AS SUBMITTED BY THE DIRECTOR OF AGRICULTURE AND FORESTS AND THE PRINTED DRAFTED ESTIMATES, 1930.

Director of Agriculture and Forests Estimates	Draft Estimates	Details	Estimates of Director of Agriculture and Forests	Draft Estimates 1930	Increase	Decrease	Remarks
6	—	Administration	£P. 900	£P. —	£P. —	£P. —	
—	6	Assistant Director	£P. 900—50—1,100	750	—	150	
7	7	Assistant Director	£P. 750—25—950	—	—	—	
12	—	Expatriation Allowance Additional Clerical Officers	150	100	—	50	
—	—		2,052	—	—	2,052	6. The appointment originally inserted was in Class E, that inserted in the Estimates was in Class I
13	—	Extra Clerical Assistance	100	—	—	100	7. do.
22	20	Messengers, Cleaners and Packers	600	470	—	130	12. See Appendix V of Dir. of Agriculture and Forests letter of 16th August, 1929.* Proposed new appointments deleted
—	—		£P. 3,802	£P. 1,320	—	£P. 2,482	13. Provision deleted
35	—	Agricultural Service	300	—	—	300	20. Packer for Headquarter's Stores and two messengers for Fisheries Service—Acre and Haifa—excluded
43	—	Tobacco Instructor	£P. 300—20—550	—	—	—	35. Proposed new appointment deleted
—	40	4 Superintendents of Experiment Stations	£P. 288—12—360	—	—	—	43. The proposal to regrade these posts was not implemented
—	—	4 Superintendents of Experiment Stations	£E. 144—6—180	720	—	432	40. }
—	—		£P. 1,452	£P. 720	—	£P. 732	

* Not printed.

Director of Agriculture and Forests Estimates	Draft Estimates	Details	Estimates of Director of Agriculture and Forests £P.	Draft Estimates 1930 £P.	Increase £P.	Decrease £P.	Remarks
		<i>Forestry Service</i>					
54	—	Botanical and Sylvicultural Assistant Grade II, £P.180—8—276	180	—	—	180	54. Proposed new appointment deleted
57	—	Forest Guards : 20 mounted @ £P.6 p.m. 24 unmounted @ £P.5 p.m.	2,880	—	—	—	
—	45	Forest Guards : 20 mounted @ £P.6 p.m. 18 unmounted @ £P.5 p.m.	—	2,520	—	360	
59	—	Gardeners, Government House : 1 @ £P.14 p.m. 4 @ £P.6 p.m.	456	—	—	—	
—	55	Gardeners, Government House : 1 @ £P.14 p.m. 3 @ £P.6 p.m.	—	384	—	72	55. Proposed increase of one deleted
			£P.3,516	£P.2,904	—	£P.612	
		<i>Veterinary Service</i>					
73	—	4 Dipping Station Superintendents £P.60—6—168	576	—	—	576	73. Proposed new appointments deleted
74	—	16 Dipping Station Attendants £P.6 p.m.	1,152	—	—	1,152	74. do.
		<i>Laboratory</i>					
86	—	2 Laboratory Attendants £P.60—6—168	170	—	—	—	
—	79	1 Laboratory Assistant £E.96—6—132	—	104	—	66	79. Proposed new appointment deleted
			£P.1,898	£P.104	—	£P.1,794	
		<i>Horticultural Service</i>					
97	88	2 Horticultural Assistants, Grade II, £P.180—8—276	£P.360	—	—	360	88. Appointments postponed
		<i>Entomological Service</i>					
107	—	1 Senior Plant Inspector, Grade II, £P.180—8—276	180	—	—	180	107. Proposed new appointment deleted

—	101	Plant Inspection Guards : 2 @ £P.4 p.m. 3 @ £P.4.500 p.m.	—	258	258	—	101. Necessary
			£P.180	£P.258	£P.258	£P.180	
		<i>Irrigation Service</i>					
114	—	2 Irrigation Inspectors £P.300—10—550	600	—	—	—	
—	105	1 Irrigation Inspector £P.300—10—550	—	300	—	300	105. One new appointment deleted
115	—	2 Assistant Irrigation Inspectors, Grade II, £P.180—8—276	360	—	—	—	
—	106	1 Assistant Irrigation Inspector, Grade II, £P.180—8—276	—	180	—	180	106. do.
			£P.960	£P.480	—	£P.480	
		<i>Fisheries Service</i>					
121	—	4 Fisheries Officers, Grade II, £P.180—8—276	720	—	—	—	
—	111	2 Fisheries Officers, Grade II, £P.180—8—276	—	360	—	360	111. Proposed new appointments deleted
127	—	Mechanic for Launch @ £P.10 p.m.	120	—	—	120	127. Purchase of launch postponed
128	118	Casual Labour	100	50	—	50	
			£P.940	£P.410	—	£P.530	
		<i>Stock-Breeding Service</i>					
143	—	3 Poultry and Bee Attendants £P.60—6—168	377	—	—	—	
—	132	2 Poultry and Bee Attendants £E.96—6—132	—	233	—	144	132. Proposed new appointment deleted
145	134	Casual Labour	240	150	—	90	
			£P.617	£P.383	—	£P.234	
		<i>Analytical Service</i>					
151	—	1 Field Assistant, Grade I, £P.288—12—360	288	—	—	288	151. Proposed new appointment deleted
154	—	1 Laboratory Attendant @ £P.5 p.m.	60	—	—	60	154. do.
			£P.348	—	—	£P.348	
		<i>World Agricultural Census</i>					
156	—	1 Statistician, Grade I, @ £P.288 p.a.	144	—	—	144	156. Census postponed
157	—	2 Assessors, Grade III, @ £P.60 p.a.	60	—	—	60	157. do.
		Total Personal Emoluments	£P.14,277	£P.6,579	£P.258	£P.7,956	
		Carried forward					

C 67462/29 [No. 9].

No. 3.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 9th December, 1929.)

(No. 1065.)

MY LORD,

Government Offices, Jerusalem, 30th November, 1929.

I HAVE the honour to seek authority for the expenditure on the 1st January next of the provision in the draft Estimates, 1930, under Head XI, Department of Health, Item 135, Motor Disinfecting Lorry (£P.275), and for the engagement at that date of a driver for the motor disinfecting lorry, as a charge against the provision under Item 22.

2. The lorry will take the place of three disinfecting carts at Jerusalem, for which at present four mules and two drivers are required. The annual cost of carrying out disinfection in Jerusalem by this means is £P.299 (excluding depreciation of mules), as follows:—

	£P.
2 Drivers	108
Annual maintenance of carts at 20 per cent per annum	30
Harness	10
Forage	126
Stabling	25
	<u>£P.299</u>

The carts at present need thorough overhaul, estimated to cost £P.70; one of the mules has been condemned as unfit for work, and a second has been destroyed on account of disease. The transport of a vital service is thus depleted to a point where it cannot be satisfactorily performed.

3. In the circumstances, it is urgent to provide adequate transport, but, on the other hand, the outlay on replacing two mules (£P.90) and repairing the carts (£P.70) for less than two months' use would be unjustified.

The service can be maintained for that period, albeit with difficulty, under the existing arrangements, but not for any further period. It is for this reason that I desire that the lorry shall be at the disposal of the Department of Health by the 1st January. A suitable vehicle can be obtained locally.

If, therefore, Your Lordship will find it possible to reply by telegraph to this despatch, the purchase of the lorry and the selection of a driver can be arranged in time to begin duties on that date; the payment for this lorry would be deferred till then.

4. The annual cost of maintaining the lorry and paying the wages of the driver will not exceed £P.220 compared with an annual cost of £P.299 for the mule-drawn carts.

I have, &c.,

J. R. CHANCELLOR,

High Commissioner
for Palestine.

C 67462/29 [No.10].

No. 4.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 9th December, 1929.)

(Confidential A.)

MY LORD,

Government Offices, Jerusalem, 30th November, 1929.

I HAVE the honour to refer to my Confidential despatch of the 16th October,* regarding the reorganization of the Technical Services of the Department of Agriculture and Forests.

2. In the original budgetary proposals of the Director, the post of Assistant Director was shown in Class 1, and provision for a Senior Agricultural Officer was included in Class 2. The draft Estimates for 1930 reproduced the Director's proposals in these respects.

* No. 2.

Director of Agriculture and Forests Estimates	Draft Estimates	Details	Estimates of Director of Agriculture and Forests	Draft Estimates 1930	Increase	Decrease	Remarks
		Brought forward..	£P.	£P.	£P.	£P.	
		Other Charges					
158	143	Transport and Travelling	10,768	8,700	—	2,068	143. Postponement of appointments, &c.
159	144	Railway Fares and Freights	2,000	2,000	—	200	144. do.
160	145	Lighting and Heating	125	100	—	25	145. do.
161	146	Uniforms	960	700	—	260	146. do.
167	177	Telegrams, Telephones and Postage	1,100	900	—	200	177. Postponement of appointments, etc.
182	154	Demarcation of Forests	600	350	—	250	
183	155	Sylvicultural Research	200	100	—	100	
185	157	Aforestation	6,000	3,000	—	3,000	
188	168	Veterinary Drugs, Dressings Instruments, and Equipment	400	300	—	100	157. Curtailment of programme
189	169	Upkeep of Veterinary Laboratory	500	400	—	100	
190	170	Control and Suppression of Animal Contagious Diseases	600	500	—	100	
191	171	Compensation for Animals destroyed	250	150	—	100	
192	—	Maintenance of Dipping Stations	1,940	—	—	1,940	192. New service abandoned
196	161	Eradication of Pests and Diseases	5,400	5,000	—	400	
197	162	Destruction of Jackals	50	—	—	50	197. Not required in 1930
200	184	Irrigation Investigations	550	500	—	50	
202	178	Maintenance of Fishing and Patrol Launch	200	150	—	50	202. Purchase of boat postponed; see Item 219
203	179	Fishery Investigations	300	200	—	100	
205	173	Stock-Breeding Service	1,300	750	—	550	205. Proposed expansion of poultry stations abandoned
213	—	Grant-in-Aid of Kadoorie School	3,029	—	—	3,029	213. Opening postponed; any expenditure will be covered by income from Forest Funds
214	187	Committees	635	300	—	335	214. Grants to Committees deleted
216	—	Special Expenditure					
217	190	Agricultural Shows and Exhibitions	100	—	—	100	
219	—	Purchase of Stock	900	450	—	450	217. Programme of purchase curtailed
225	—	Purchase of Boat for Lake Tiberias	300	—	—	300	219. Purchase postponed
		Purchase of Grain Cleaning Plant	512	—	—	512	do.
			£P.38,919	£P.24,550	—	£P.14,369	
		Total Agriculture and Forests	£P.53,196	£P.31,129	£P.258	£P.22,067	Net Decrease

The Director has, however, since represented that it is desirable and convenient to have as Assistant Director an officer of sufficient standing to be entrusted with the general administration of the Department during the absences of the Director. The need to call upon the Head of any Technical Service to relinquish or curtail his specialist duties so as to act as Director of the Department from time to time would thus be avoided.

Mr. Sawyer, therefore, proposes that the new appointment of Assistant Director should be raised from Class 1 to Grade F and that Mr. H. F. Nathan, O.B.E., Inspector of Agriculture and Forests, Class 2, be promoted to fill the appointment.

3. It was originally proposed that Mr. Nathan should fill the new appointment of Chief Agricultural Officer, Class 1; in the event of the revised proposal being accepted, the post of Chief Agricultural Officer would be filled by the promotion of Mr. G. G. Masson, Inspector of Agriculture and Forests, Class 2, and the proposed new post of Senior Agricultural Officer would be suppressed.

4. I recommend for Your Lordship's approval the proposal to regrade the post of Assistant Director and the consequential proposals for the appointment of Messrs. Nathan and Masson. I am satisfied that both officers, who are at present in receipt of the maximum of Class 2, are fitted for the higher offices and that the carrying out of the proposals will tend to improve the administrative arrangements of the Department. The suppression of the proposed new post of Senior Agricultural Officer will not have any appreciable adverse effect on the organization of the Agricultural Branch.

I have, &c.,
J. R. CHANCELLOR,
High Commissioner for Palestine.

C. 67462/29 [No. 5].

No. 5.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Sent 7 p.m., 24th December, 1929.)

TELEGRAM.

[Answered by No. 6.]

No. 302. Your despatch Confidential A, 20th November,* proposals as regards British Police can only be considered in light of (a) total forces necessary for public security (b) financial position as a whole.

At present I have under consideration draft Estimates for 1930 which you state in your despatch No. 897 of the 5th October† had been prepared on the basis that provision must be made for the maintenance of the normal services; even so an increase of ordinary expenditure of approximately £135,000 is estimated. I am not sure whether it has been sufficiently realized that assistance from His Majesty's Government for security forces would probably, and if additional Police are included certainly, involve placing Palestine again under strict Treasury control. In any case, it will be necessary for me when approaching Treasury to be able to satisfy them that all reasonable economy is being exercised and it may be anticipated that before agreeing to any grant-in-aid Treasury would insist on rigid and detailed scrutiny of Estimates and examination of finances. Should be glad therefore if you would inform me by telegram without delay what services provided in Estimates can be cut down or postponed without serious damage to efficient administration and what is amount of saving which can be so effected. Also I should be glad to be assured that in Revenue estimate due account has been taken of probability that the full effects of recent disorders may not show themselves for some months yet and also possibility of continuance of boycott.—PASSFIELD.

* C. 67466/29 [No. 9]: not printed.

† No. 1.

C. 77089/30 [No. 4].

No. 6.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 1.18 p.m., 14th February, 1930.)

TELEGRAM.

No. 36. 14TH FEBRUARY. Your telegram of 24th December, No. 302,* and your telegram of 31st December, No. 309.† I have under review Estimates of Revenue and Expenditure for the current year with special regard to your desire to be informed what services can be cut down or postponed without serious damage to the efficiency to the administration. I do not anticipate that any effective saving can be secured on conditions stated in your telegram, but I shall report on this as early as possible. In the meantime I am submitting by mail leaving next week proposals in regard to incidence of cost of Trans-Jordan Frontier Force. If these proposals and certain proposals for increased Customs and Excise duties are accepted about which I am addressing you, Estimates for the current year will balance.

C. 77089/30 [No. 6].

No. 7.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 11.43 a.m., 22nd February, 1930.)

TELEGRAM.

[Answered by No. 8.]

No. 48. 22ND FEBRUARY. My despatch 5th October, 1929, Reserved.‡ Estimates for 1930. I am very anxious not to delay execution of programme for land settlement this year. The present position may be summarized as follows:—

- (1) survey in the present areas of settlement is advanced as far as it can be without embarrassment to Settlement Officers working behind survey parties. To extend survey activities in these areas would be useless since plans prepared would be out of date by the time at which Settlement Officers were prepared to deal with them and consequently existing survey parties cannot be adequately utilized;
- (2) Assistant Settlement Officers were trained last year to undertake settlement activities in new areas with new survey parties, and until programme is approved the value of these officers is not being properly utilized;
- (3) effective settlement and survey parties can only work eight months in the year so that further delay in beginning programme will be prejudicial to the execution of programme;
- (4) principal task of Settlement Officer at Beisan will be concluded in two months and he will be required to assume responsibility for new settlement area. Since settlement and survey are intimately associated execution of settlement programme implies execution of survey programme. In the circumstances I shall be grateful if approval may be given for heads of Estimates Settlement and Survey respectively in advance of approval of Estimates as a whole.

* No. 5.

† C. 67446/29 [No. 20]: not printed.

‡ No. 1.

C. 77089/30 [No. 7].

No. 8.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Sent 11.45 a.m., 27th February, 1930.)

TELEGRAM.

No. 47. YOUR telegram No. 48 of the 22nd of February,* draft Estimates 1930. I approve Head XV, Land Settlement, with exception of Items 7 and 10. I also approve Head XVII, Survey Department, with exception of Item 3 and on assumption that remaining additional appointments are necessitated by land settlement operations and acceleration of fiscal mapping for Land Tax purposes. Despatch follows regarding Items 7 and 10 of Head XV and Item 3 of Head XVII.—PASSFIELD.

C. 77089/30 [No. 8].

No. 9.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

[Answered by No. 16.]

(No. 147.)

SIR, Downing Street, 27th February, 1930.

I HAVE the honour to refer to my telegram No. 47 of the 27th of February,† on the subject of the draft Estimates for 1930, in which I promised to address you by despatch in regard to Items 7 and 10 of Head XV (Land Settlement) and Item 3 of Head XVII (Survey Department) of the draft Estimates.

2. Items 7 and 10 of Head XV provide for the payment of an increased duty allowance at the rate of £P.300 per annum to each of the three Settlement Officers and for the payment of duty allowance at the rate of £P.100 per annum to one of the two Inspectors and Land Valuers. In the explanatory memorandum on the draft Estimates enclosed with your despatch No. 954 of the 26th of October, 1929,‡ it is stated that it has been found by experience that the present conditions of service of the officers in question are unfavourable as compared with those of their substantive appointments, and that unless more satisfactory arrangements are made with regard to the emoluments of the two Settlement Officers whose periods of secondment terminate this year, it is probable that they will not be desirous of extending the periods of their secondment.

3. The present duty allowance payable to the Settlement Officers were approved on the following grounds:—

- (a) that the officers if married would be put to additional expense in maintaining joint establishments for the families while they live in the field;
- (b) to attract suitable officers.

It was originally proposed that the rates of duty allowance for Settlement Officers and Assistant Settlement Officers should be £P.200 and £P.100 respectively, but Lord Plumer subsequently agreed, in view of the financial situation, to reduced allowances of £P.100 and £P.50 respectively.

4. I observe that it is not stated in the explanatory memorandum referred to above in what respects the present conditions of service of the officers concerned are less favourable than those of their substantive appointments, and the possibility of the officers declining to remain unless the emoluments are increased does not in itself afford a reason which could properly be used in support of a proposal to increase the emoluments of the post. In all the circumstances I feel that it would be somewhat difficult to justify an increase in emoluments on the grounds put forward in the memorandum. If, however, you consider that the existing emoluments are not commensurate with the duties and responsibilities of the post, I am prepared to reconsider the proposal, but I should, in any case, be reluctant to agree to an increase in the duty allowance of the Settlement Officers beyond £P.200, the rate originally proposed. As regards the Inspector and Land Valuer, who is, however, described in the explanatory memorandum as Chief Valuer, it is not altogether clear why it is proposed to differentiate between

* No. 7.

† No. 8.

‡ C. 67462/29 [No. 4]: not printed.

Mr. Bennett and Mr. Aylmer-Harris, the other Inspector and Land Valuer, by granting a duty allowance to the former and not to the latter. I should be glad of further information on this point. I should also be glad to learn whether there is any possibility of an increase in the rate of duty allowance in the case of Settlement Officers leading to claims for increased duty allowances on the part of the Senior Assistant Land Settlement Officers, of whom there are 11.

5. With regard to Item 3 of Head XVII of the draft Estimates, under which provision is made for the new appointment of Assistant Director, Survey Department, I consider that the proposal to create this appointment should be deferred for further consideration on an improvement in the financial situation, unless the appointment of an Assistant Director can be regarded as essential. You will doubtless furnish me with your views on this point. I take this opportunity to observe with reference to paragraph 7 of Mr. Luke's despatch No. 741 of the 8th of August, 1929,* that if and when the appointment of Assistant Director is created and it is desired to fill the post, the procedure laid down in Colonial Regulation No. 21 should be followed.

I have, &c.,
PASSFIELD.

C. 77089/30 [No. 9].

No. 10.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 3rd March. 1930.)

[Answered by No. 13.]

(Secret.)

MY LORD, High Commissioner's Office, Jerusalem, 22nd February, 1930.

I HAVE the honour to refer to my Reserved despatch of the 5th of October, 1929,† transmitting the Estimates of Revenue and Expenditure for Palestine, 1930.

2. I now enclose a summary of those Estimates revised in accordance with the proposals for augmenting certain sub-heads of revenue which formed the subject of my despatch Secret of the 15th February;‡ and embodying my proposals for increased expenditure under Head XX, Defence, and Heads XIX and XXVII, Trans-Jordan Frontier Force, which are the subject of my despatch Secret "A" of to-day's date.§

3. I should point out to Your Lordship that in these revised Estimates for 1930 the figures under Head XVIII, Police and Prisons, are based upon the establishment of the British Police as it stood in the original Estimates, augmented by provision for the additional 200 British Police whose recruitment was sanctioned in Your Lordship's telegram No. 309 of the 31st December, 1929.|| The Estimates are therefore not based upon the recommendations made in my despatch Confidential of the 20th November, 1929,¶ wherein I suggested that the establishment of the British Section of the Palestine Police should be increased to 600 constables.

4. It may be, therefore, that the provision for Police and Prisons will require further revision in the light of Mr. Dowbiggin's Report upon the organization of the Palestine Police.**

I have, &c.,
J. R. CHANCELLOR,
High Commissioner for Palestine
and Trans-Jordan.

* C. 67410/29 [No. 1]: not printed. † No. 1. ‡ C. 77155/30, Secret: not printed.
§ No. 78 in Middle East No. 33. || C. 67446/29 [No. 20]: not printed.
¶ C. 67446/29 [No. 9]: not printed. ** Middle East No. 36.

Enclosure in No. 10.

SUMMARY OF REVISED ESTIMATES, 1930.

	£P.	£P.
REVENUE.		
Provision in draft Estimates, 1930 (Reserved despatch of 5th October, 1929)		2,298,685
Proposed increases—		
(1) Customs and Excise (Revision of tariff). Estimated increase £P.43,000 per annum or £P.36,000 for ten months of current year (Secret despatch of 15th February, 1930) ...	36,000	
(2) Grant-in-Aid, Trans-Jordan Frontier Force (see statement attached)	73,977	
(3) Profits from Currency (increase amount in Estimates from £P.10,000 to £P.25,000) ...	15,000	
	<u>£P.124,977</u>	
Decrease—		
Customs revenue (reduce amount in Estimates from £P.950,500 to £P.920,500)	30,000	
	<u>94,977</u>	
Total Revenue		<u>£P.2,393,662</u>

EXPENDITURE.		
Provision in draft Estimates, 1930 (Reserved despatch of 5th October, 1929)	2,297,337	
Decrease—		
Head XX—Defence. Contribution for Defence (three-fifths of £P.30,500—Difference of cost of Royal Air Force in Palestine and Trans-Jordan) ...	18,300	
	<u>£P.2,279,037</u>	
Increase—		
Trans-Jordan Frontier Force Ordinary (see High Commissioner's despatch Confidential of 2nd November, 1929)	41,012	
Trans-Jordan Frontier Force Extraordinary (see High Commissioner's despatch Confidential of 2nd November, 1929)	11,540	
Police—To provide for 200 men recently recruited and special expenditure on equipment and mechanical transport (approx.)	60,000	
	<u>£P.112,552</u>	
Total expenditure		<u>£P.2,391,589</u>
Estimated Excess of Revenue over Expenditure for year 1930		<u>£P.2,073</u>

TRANS-JORDAN FRONTIER FORCE.

Revised Statement of Grant-in-Aid, 1930.

(See Secret despatch of 22nd February, 1930.)

Period 1st January to 31st March, 1930.	£P.	£P.	£P.
On present basis of one-sixth Expenditure on Force (see High Commissioner's telegram No. 76 of 26th October, 1929)			10,000
Period 1st April to 31st December, 1930.			
Provision in Estimates for 1930 under Head XIX, Trans-Jordan Frontier Force	138,091		
Increase under Head XIX, Trans-Jordan Frontier Force (<i>vide</i> High Commissioner's despatch Confidential of 2nd November, 1929) ...	41,012		
Three-fifths of	<u>£P.179,103</u>	= 107,462	
Provision in Estimates for 1930 under Head XXVII, Trans-Jordan Frontier Force Extraordinary for works in Trans-Jordan		4,940	
Increase under Head XXVII, Trans-Jordan Frontier Force Extraordinary for Works in Trans-Jordan (<i>vide</i> High Commissioner's despatch Confidential of 2nd November, 1929)		11,540	
Proportion of provision for nine months, <i>i.e.</i> , three-quarters ...		<u>£P.123,942—</u>	92,957
Total Grant-in-Aid required			<u>£P.102,957</u>

SUMMARY.

	£P.
Grant-in-Aid as inserted in Estimates for 1930	28,980
Supplementary Grant-in-Aid required	73,977
	<u>£P.102,957</u>

C. 77089/30 [No. 11].

No. 11.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 10th March, 1930.)

[Answered by No. 12.]

(No. 163.)

MY LORD,

Government Offices, Jerusalem, 1st March, 1930.

I HAVE the honour to inform Your Lordship that I regard it as necessary, for the reasons given in the following paragraphs of this despatch, to ask for the increase by £P.1,125,290 mils of the provision of £P 1,000 in the draft Estimates for 1930 under Head XIV, Department of Antiquities, Item 24, Conservation of Antiquities, and to seek Your Lordship's sanction for the immediate expenditure of that additional amount.

2. In the approved Estimates for 1929, £P.680 was set aside out of the provision of £P.2,000 under Head XIV, Department of Antiquities, Item 23, Conservation of Antiquities, for building a shed to protect the important mosaics discovered in the

ancient Jewish Synagogue at Beit Alpha; and £P.550 was set aside out of the same provision for expropriation of the site of the Crusaders Castle at Athlit.

3. The required allocation was made by the Department of Antiquities for the first work, but the Department of Public Works could not complete it by the end of 1929, partly on account of pressure of other work and partly on account of the disturbances. £P.575 of the allocation was therefore unspent at the end of 1929, but that could not be foreseen when the estimate of expenditure on the Conservation of Antiquities in 1930 was framed, and accordingly no allowance was made for a revote.

4. Similarly, the whole allocation of £P.550 for the expropriation of the site of the Crusaders' Castle lapsed at the end of the year on account of delays in the negotiations with the owners which prevented the completion of the formalities, and no allowance was made for a revote in 1930. Notices to Treat were served a few days ago and funds should be available to pay for the land at any moment.

5. In the meanwhile, the mosaics at Beit Alpha are exposed to the weather; and the owners of the land at Athlit are causing serious damage to that historical monument. I shall be grateful, therefore, for telegraphic approval of my requests.

I have, &c.,
J. R. CHANCELLOR,
High Commissioner for Palestine.

C. 77089/30 [No. 12].

No. 12.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Sent 7.30 p.m., 11th March, 1930.)

TELEGRAM.

No. 61. Your despatch 1st March, No. 163.* Antiquities. Expenditure approved.—PASSFIELD.

C. 77089/30 [No. 13].

No. 13.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Sent 12.40 p.m., 28th March, 1930.)

TELEGRAM.

[Answered by No. 15.]

No. 73. SECRET. Estimates 1930. Your despatches Secret† and Secret A.‡ of the 22nd February. I will make every effort to induce Treasury to agree to re-allocation of cost of Trans-Jordan Frontier Force and of excess cost of Royal Air Force in favour of Palestine, but I fear that there is little prospect of any revised arrangement, if agreed to by Treasury, coming into force before 1st April, 1931. The Colonial and Middle Eastern Services Vote was closed before receipt of your despatch of 22nd February and provision was made therein for Grant-in-Aid of Frontier Force of £27,000 for 9 months to 31st December, 1930, and of £32,000 as Palestine's contribution to normal cost of Defence. Estimated expenditure on these services in 1930 should therefore be based on present arrangements and revised figures in enclosure to your Secret despatch of 22nd February amended accordingly. This will presumably turn the estimated excess of revenue over expenditure for the year of £P.2,000 into a deficit in the neighbourhood of £P.90,000.

No explanation, however, is given of the estimated increase in Currency Profits by £P.15,000, and it seems possible that this deficit may have to be increased. I will await a report on possibility of savings promised in your telegram No. 36 of 14th

* No. 11.

† No. 10.

‡ No. 78 in Middle East No. 33.

February,* before considering draft Estimates further. I trust that, in view of deficit revealed above, it will be found possible to make a substantial reduction in total estimated expenditure. I would suggest that special attention be given to following heads and items where provision appears to have been made for increased services, regrading, &c., in 1930 which, in the present financial circumstances, it would seem difficult to justify.

Head XI. Health: Items 27, 60, 73, 94, 105, regrading of 8 Medical Officers. Items 20, 29, 35, 40, 43 additional staff.

Head XII. Education: Items 10 and 11, regrading of 2 Inspectors. Items 40 and 54 to 64, increase of 16 and general upgrading of Teachers' appointments. Eleven of these additional posts were approved in my despatch No. 549 of 9th of July,† but approval was given on understanding that expenditure for 1930 would not exceed provision for 1929. 1930 figure, however, exceeds 1929 figure by some £6,000.

Head XIII. Agriculture: Item 6, new appointment and Items 33, 58, 72, regrading of existing appointments. I would suggest that consideration be given to question of postponing proposed reorganization of Department involving additional expenditure on above and other changes.

Head XXII. Public Works Department: Additional appointments provided for under Items 26, 36, 39, 44, and 56 should, if possible, be deferred.

You will no doubt also cause the various items of Head XXVI, Public Works Extraordinary, to be reconsidered in the light of the present financial situation with a view to deciding whether any of the items can conveniently be deferred. In particular, I would suggest that Item 8, Mental Hospital, might well be deleted from 1930 Estimates. Since provision is made under Item 31 for one-third only of the estimated total cost of new Post Office, Jerusalem, it is not clear why it is necessary to make provision this year under Item 6 of Head XXV for new Telephone Exchange.—PASSFIELD.

C. 77089/30 [No. 14].

No. 14.

COLONIAL OFFICE to TREASURY.

SIR,

Downing Street, 15th April, 1930.

I am directed by Lord Passfield to request you to inform the Lords Commissioners of the Treasury that he has had under consideration the financial position of the Palestine Government, with particular reference to the liability of that Government to contribute towards the cost of the Defence Forces in Palestine and Trans-Jordan.

2. Briefly the financial position of the Palestine Government is as follows:—The surplus balance as at the 31st December, 1929, was approximately £P.759,700.

Surplus Balance, 31st			
December, 1928	...	£P.589,530	
Revenue 1929	...	2,299,792	
		£P.2,889,322	
Expenditure 1929	...	2,129,620	
Surplus Balance, 31st			
December	...	£P.759,702	

The draft Estimates for 1930 provide for a total expenditure of £P.2,297,337 as against an estimated total revenue of £P.2,298,685, giving an estimated excess of revenue over expenditure for the year of £P.1,348. Since the draft Estimates were submitted, however, it has been found necessary to provide for additional expenditure on the Police and the Trans-Jordan Frontier Force. The 200 additional British Police, who have been recruited since the draft Estimates were submitted, involve an increase of £P.60,000 on the Police Vote, while the estimated cost of the Trans-Jordan Frontier Force, for which a total provision of £P.143,031 was made in the draft Estimate for 1930, has risen to £P.195,583 and it is probable that it will be necessary to make further provision under this head on account of expenditure authorized but not incurred in 1929. The total estimated expenditure is thus increased by the sum of £P.112,552 (£P.60,000 plus £P.52,552) to £P.2,409,889. On the revenue side additional taxation has been approved, the revenue from which in 1930 is estimated at approximately £P.33,000. On the other hand, a reduction of £P.30,000 has been made in the original total of the Estimate for Customs Revenue, and the Grant-in-Aid of the Trans-Jordan Frontier Force falls

* No. 6.

† C. 67357/29 [No. 2]: not printed.

to be reduced from £P.28,980 to £P.27,000, the sum provided under Sub-head E.2 of the Colonial and Middle Eastern Services Estimate. The effect of these changes is to increase the total estimated revenue by approximately £1,000 to £P.2,299,685. The draft Estimates for 1930, revised as above, therefore show a deficit of £P.110,204 (£P.2,409,889 minus £P.2,299,685), and it is probable that the reorganization of the Police Force will involve additional expenditure over and above that provided on the Police Vote.

3. The High Commissioner is investigating the possibility of making a reduction in the total expenditure Estimate, but he has expressed the view that he sees little prospect of being able to effect any substantial saving. With regard to revenue, Sir J. Chancellor has pointed out that the Customs Duties have, from time to time, been raised to meet the cost of maintaining public security and of the Administrative Services. These duties are notoriously high as compared with corresponding charges in Syria and Egypt, and with the rates of duty in force in Palestine before the British occupation. There is, therefore, little scope for raising further revenue from that source. Incidentally, the comparatively high rate of taxation *per capita* in Palestine is one of the complaints of the Arabs, as formulated in a statement of the Arab case circulated to members of the Houses of Parliament. Lord Passfield is in full agreement with the High Commissioner's views on this point. His Lordship considers also that any further increase in taxation would be open to grave objections on political grounds.

4. Of the approximate surplus balance of £P.759,700 as at 31st December, 1929, the sum of £P.456,585 is earmarked for certain commitments of the Palestine Government, as shown in the accompanying statement. The working balance as at 31st December, 1929, was thus £P.759,700 minus £P.456,585 or £P.303,115 (approximately). Subject to any reductions which it may be possible to make in the total expenditure Estimate for 1930 and to any other revisions which it may be found necessary to make in the Estimates, the estimated working balance as at 31st December, 1930, will be reduced to £P.192,911, that is to say, £P.303,115 less £P.110,204 the estimated deficit on the year 1930. This figure does not take account of the probable increase in expenditure on the Police Vote consequent on the reorganization of the Force.

5. The High Commissioner is satisfied that Palestine is not in a position to meet unaided the burdens of maintaining the Police Force and of making a contribution on the present bases towards the cost of the Trans-Jordan Frontier Force (five-sixths) and the British Forces stationed in Palestine and Trans-Jordan (excess cost). Lord Passfield finds it difficult to dissent from that conclusion, particularly in view of the comparatively low estimated working balance as at 31st December, 1930, and of the small prospect of an appreciable improvement in the financial situation within the next few years, having regard to the probability of increased expenditure on public security, the commitments of the Palestine Government in respect of public debt and loan charges, and the possible effect on revenue of the uncertain political situation. His Lordship considers that, for the immediate future, it will be necessary for Palestine to receive some assistance from British funds, and further, that it would be preferable that such assistance should take the form of relief in respect of extraordinary charges, especially on defence services, than that of a general grant-in-aid.

6. Sir J. Chancellor has pointed out that it may be claimed that, in view of Article 2 of the Mandate, Palestine should not be called upon to contribute towards the cost of the Defence Forces except insofar as she is able to do so without assuming a burden which would hamper her economic development or would be unduly oppressive upon the poorer classes of the population. Article 2 of the Palestine Mandate runs as follows:—

“The Mandatory shall be responsible for placing the country under such political, administrative, and economic conditions as will secure the establishment of the Jewish national home, as laid down in the preamble, and the development of self-governing institutions, and also for safeguarding the civil and religious rights of all the inhabitants of Palestine, irrespective of race and religion.”

There can be no doubt that, in its present financial position, the Palestine Government is not in a position to continue to contribute towards the cost of the Defence Forces on the existing basis. His Lordship feels that to press them to do so would be to court criticism at Geneva when the annual report, which gives full information as to the financial position, is under examination by the Permanent Mandates Commission. In the event of such criticism being made, it would not be easy to defend the attitude of His Majesty's Government.

7. In the case of the Trans-Jordan Frontier Force, it may well be argued that the present arrangement whereby five-sixths of the cost is borne by Palestine and the

remaining one-sixth nominally by Trans-Jordan, can no longer be regarded as equitable. Sir J. Chancellor has expressed the view, with which Lord Passfield is in agreement, that it would not be prudent to use the Trans-Jordan Frontier Force for the suppression of internal disorder in Palestine, where inter-racial antagonism takes an acute form, and where inter-racial feeling is likely to be fomented by religious propaganda. So far as Palestine is concerned, the use which can be made of the Trans-Jordan Frontier Force may be said to be restricted to the protection of the frontier from incursions or raids by hostile tribes. For that purpose two of the five Companies of the Trans-Jordan Frontier Force are stationed in the Jordan Valley. The present financial arrangement, however, is based on the assumption that the Trans-Jordan Frontier Force is available and can be fully utilized for service in both Palestine and Trans-Jordan, and in view of the above restriction of the use of that Force in Palestine a re-allocation of the cost as between Palestine and Trans-Jordan seems called for as a matter of equity. Sir J. Chancellor has proposed that, in future, Palestine should be required to bear not more than two-fifths of the recurrent cost of the Force, together with the whole of the cost of Works Service carried out for the Trans-Jordan Frontier Force in Palestine. Lord Passfield considers this proposal to be both reasonable and equitable, and recommends it for Their Lordships' favourable consideration.

8. As regards the cost of the Royal Air Force stationed in Palestine and Trans-Jordan, Sir J. Chancellor has proposed that, in future, Palestine's contribution should be restricted to the excess cost over their normal cost of the Royal Air Force units actually stationed in Palestine, the excess cost of the units stationed in Trans-Jordan being a nominal charge on the Trans-Jordan Government. Lord Passfield supports this proposal. He feels that there is a good case for relieving the Palestine Government of part of the excess cost of all the units stationed in Palestine and Trans-Jordan, inasmuch as they are required for service in the latter country as well as in Palestine.

9. He would accordingly propose, for Their Lordships' favourable consideration, that the extra cost of British Forces stationed in Palestine and Trans-Jordan should, in principle, be allocated between the Palestine and Trans-Jordan Governments in proportion, to be settled later, to the extent to which the Forces may be said to be required for service in those countries. Lord Passfield considers, however, that the amount so fixed should be regarded as the maximum amount payable by either country and that the actual payment to be made should be determined each year in the light of the financial position of the Government having regard particularly to the consideration set out at the beginning of paragraph 6 of this letter. In view of the terms of the Mandate, the contribution of the Palestine and Trans-Jordan Governments towards the cost of the Mandatory forces can scarcely be regarded as other than in the nature of a voluntary payment, and there is, therefore, every justification for fixing the amount of the contribution in accordance with the territory's ability to pay and not regarding it as a fixed liability.

10. Lord Passfield trusts that Their Lordships will see their way to acquiesce in the proposals set out in the foregoing paragraph. He is of opinion that the revised arrangements, if agreed to, should be brought into force at an early date, if possible, as from the beginning of the current financial year, viz., the 1st April. In that event Palestine would be required to bear only two-fifths of the recurrent cost of the Trans-Jordan Frontier Force plus the full cost of Works Services in Palestine in 1930, and the amount of the contribution of the Government towards the cost of British Forces stationed in Palestine and Trans-Jordan would be settled in consultation with Their Lordships and the Air Council. The Secretary of State realizes that these proposals will necessitate the submission to Parliament of a Supplementary Estimate in due course.

11. Lord Passfield would further invite Their Lordships to reconsider, in the light of the financial situation of the Palestine Government, their views on the question of the incidence of cost of the Wailing Wall Commission. Reference is invited to Sir R. Hopkins' letter (S. 34861) of the 27th February* and previous correspondence. Lord Passfield hopes that Their Lordships will now be prepared to agree that the cost of this Commission should be borne by His Majesty's Government.

I am, &c.,

H. BECKETT.

Enclosure in No. 14.

STATEMENTS OF COMMITMENTS IN RESPECT OF WHICH THERE IS NO PROVISION IN THE DRAFT ESTIMATES FOR 1930.

The approximate surplus balance at the 31st December, 1929, is £P.759,702; but from this balance the sum of £P.456,585 should be earmarked on account of the following commitments:—

	£P.	£P.
Compensation on account of losses or injury during disturbances		100,000
Contribution to Railway Renewals Fund for 1929 and 1930		100,000
Compensation to the Régie des Tabacs (approximately)... Jerusalem Municipality—		52,000
Cost and transport of water from Lydda	29,146	
Compensation for removal of Incinerator and Slaughter House	5,687	
		34,833
Public Works Extraordinary—		
Revotes not provided in Estimates for 1930		33,722
Posts and Telegraphs Extraordinary—		
Revotes not provided in Estimates for 1930		1,900
Trans-Jordan Frontier Force—		
Revote of provision for purchase of vehicles for Mechanized Company		32,700
Ottoman Public Debt—		
Docks, Arsenaux et Construction Navales	31,310	
Claim by Banque Bauer, Marchal et Cie (not yet established)	30,178	
Claim by Turkey (not yet established)—		
Reserve Fund		13,006
Tripoli Fund		1,936
	14,942	
		76,430
Agriculture Loans (probable irrecoverable advances) ...		25,000
		£P.456,585

C 77089/30 [No. 15].

No. 15.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 2.21 p.m., 17th April, 1930.)

TELEGRAM.

No. 96. SECRET. 17th April. Your telegram of 28th March, Secret No. 73.* Estimates for 1930. I have considered your observations in Executive Council.

While I am satisfied that current expenditure cannot be substantially decreased without cutting down essential services I agree that reduction can be effected under Head XXVI since in certain cases it is unlikely that Public Works Department will be able to begin construction of buildings this year.

In the circumstances only so much of Item 8 will be retained as is necessary to purchase sites and possibility of other similar economy in schedule of extraordinary works is being considered. I am also considering with the Heads of Departments concerned possibility of reducing as you suggest provision for various items in Health, Education, Agriculture, and Public Works Department Votes.

* No. 13.

C. 77089/30 [No. 28].

No. 16.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 16th June, 1930.)

[Answered by Nos. 25 and 26.]

(Confidential "J.")

MY LORD,

Government Offices, Jerusalem. 7th June, 1930.

I HAVE the honour to refer to my Secret telegram No. 96 dated the 17th April, 1930,* on the subject of the draft Estimates for 1930 and to inform Your Lordship that I have discussed with the Treasurer and the Heads of Departments concerned the possibility of further reductions under the Head of Public Works Extraordinary and of reducing, as Your Lordship suggested, the provision for various Items in the Heads of Health, Education, and Agriculture and Forests, and Public Works.

2. I desire to reaffirm my opinion that current expenditure cannot be substantially reduced without cutting down essential services. For this reason, as the following paragraphs show, I regret that I can offer no suggestions for large savings.

3. *Head XI. Health.*—The increased expenditure on Items 27, 60, 73, 94, and 105 provides for the regrading of eight Palestinian Medical Officers in Class 3 to Class 2. I set out fully in my Confidential despatch of the 1st October, 1929,† the arguments in favour of this regrading, which I consider it would be ill-advised to defer. It involves an expenditure of only £P.218 this year.

The new appointments under Items 29, 35, 40, and 43 are for the long deferred and necessary appointment of a Tuberculosis Officer, and for the extension of existing hospital and infectious diseases services which cannot be further delayed.

There are no new appointments under Item 20, which merely consolidates all provision in previous Estimates for clerical officers.

In the circumstances, I request that all the Items mentioned be allowed to stand.

4. *Head XII. Education.*—I agree that the promotion of the officers provided for under Items 10 and 11 may be postponed. I propose, however, to change their designation at once as shown in the printed draft of the Estimates.

I regard the additional appointment of a lecturer in Grade I as essential for the improvement of the training staff of the Government Arab College. It is proposed to fill the appointment by a Government scholar graduating during the year at a British University.

As regards the provision under Items 54 to 64, the increase is 15 teachers of whom 4 are transferred to administrative posts. The additional four teaching posts and the up-grading of posts for which provision is made are necessary for the improvement of the teaching staff of the larger town schools to which it is proposed to appoint Government scholars now studying at a British University and the American University at Beirut, and graduates from Government Training Colleges.

5. *Head XIII. Agriculture.*—I propose, subject to certain exceptions mentioned below, to delete provision in the draft Estimates for additional expenditure involved by the proposed reorganization of the Department. A saving of £P.1,600 will be effected by this proposal as shown by the revised estimate attached. It will be seen, however, from paragraph 4 of my Confidential despatch of the 16th October, 1929,‡ that, in practice, the reorganization is in process of being carried out. This process will continue, on the understanding that, again with certain exceptions, the officers concerned shall carry out their new duties on their present scales of salary.

The exceptions to which I refer are the Chief Veterinary Officer, the Assistant Director, and the Chief Agricultural Officer. I invite Your Lordship's attention to the case for promoting the Chief Veterinary Officer put forward in my despatch No. 890 of the 4th October, 1929,§ and to the considerations adduced in my despatch Confidential A. of the 13th [? 30th] November, 1929,|| in support of the grading of the Assistant Director even higher than Class 1; I do not, however, now press the recommendation for his higher grading.

In the circumstances, I ask that my proposals as regards these three appointments be approved by Your Lordship.

As Mr. F. J. Tear is still performing the duties of Deputy Director, he will be so shown in the revised Estimates for 1930, and not as Chief Forest Officer.

* No. 15.

† C. 67413/29 [No. 6]: not printed.

‡ No. 2.

§ C. 67413/29 [No. 5]: not printed.

|| No. 4.

6. *Head XXII. Department of Public Works.*—I am satisfied that it is impracticable to effect any reduction in the sub-head Personal Emoluments without causing disorganization in the carrying out of the large programme of important works on which the Department is engaged.

7. *Head XXVI. Public Works Extraordinary.*—I proposed the following reductions, amounting in all to £P.45,000.

Item 8. Construction of Mental Hospital, Bethlehem—£P.20,000.—This means that only £P.8,000 remains in the Estimates for 1930, to provide for the purchase of the site.

Item 31. Construction of Post Office, Jerusalem—£P.10,000.

Item 34. Construction of Arab Training College, Jerusalem—£P.6,000.—The revised provision for Items 31 and 34 is for expenditure that is likely to be incurred during 1930, but the balance of funds for completion of these works will be required in 1931.

Item 55. Construction of Central Prison, Tulkarem—£P.9,000.—The provision of £P.1,000 retained under this Item is for the sinking of a well on the proposed site to ascertain if an adequate water supply is available.

8. *Head XXV. Posts and Telegraphs Extraordinary.*—It was necessary to include provision this year under Item 6 for a new telephone exchange so as to permit of placing an indent for the exchange with the Crown Agents for the Colonies. The telephone exchange will not, however, be delivered this year and the expenditure will not, therefore, be brought to account in 1930; but it will be necessary to make provision in the Estimates for 1930, in order that authority may be accorded for incurring the expenditure by the placing of an indent with the Crown Agents.

9. As regards the estimated increase of £P.15,000 in Currency Profits, I would observe that during 1929 the Palestine Currency Board paid the sum of £P.10,000 to Government after defraying losses in connexion with the repatriation of Egyptian currency and other abnormal expenses.

Moreover, the currency in circulation at the 31st March last amounted to £P.2,197,664 as compared with £P.1,787,664 at the end of the preceding financial year, or an increase of £P.410,000.

Having regard to these facts, and to the interest earned on the invested portion of the currency reserve, I consider it is not unreasonable to assume that the Currency Board will be able to pay Government an amount of at least £P.25,000 during the current year.

10. I take this opportunity of answering Your Lordship's despatch No. 147 of the 27th February,* in regard to Items 7 and 10 of Head XV (Land Settlement) and Item 3 of Head XVII (Survey Department) of the draft Estimates.

I considered Your Lordship's observations in Executive Council on the 21st May, the Commissioner of Lands attending. The Commissioner of Lands laid stress upon the volume and importance of the duties discharged by Land Settlement Officers and the arduous and special nature of their work which, in his opinion, justified the offer of adequate remuneration so that the services of the best officers might be attracted. He also explained that a new procedure of land settlement would be introduced in the autumn, the administration of which would increase the responsibilities of Land Settlement Officers and that he would then submit proposals for their appropriate regrading.

11. In view of these representations, I recommend that a duty allowance of £P.200 be paid to Land Settlement Officers as from the 1st January, 1930, subject to review in the event of their regrading.

I am advised by the Commissioner of Lands that an increase in the rate of duty allowance in the case of Settlement Officers need not entail an increase in the duty allowance of Senior Assistant Settlement Officers. Those officers, if recruited from the Palestine Service, are seconded to Land Settlement on promotion with a definite offer of a fixed duty allowance. Where they are recruited from outside the Service, they accept a contract on terms which are clearly laid down at the time that the offer is made to them.

12. With regard to the proposal to grant a duty allowance of £P.100 to one of the two Inspectors and Land Valuers of his Department, the Commissioner of Lands explained that the officer in question, Mr. M. C. Bennett, was actually the senior officer and was in charge of urban property assessment, land valuation and

the land tax scheme. The Commissioner of Lands considered that the volume of the work which he had to perform, its responsibilities and his ability therefor, founded in the specialist training which he had undergone, would justify his regrading in Class 1.

The Commissioner of Lands realized, however, that difficulties might arise in connexion with a proposal for regrading on account of claims of other Government officers in Class 2, and it was with a view to avoiding these difficulties while at the same time securing adequate remuneration for Mr. Bennett that the suggestion of a duty allowance was made.

The Commissioner of Lands explained that the work and responsibilities of Mr. Aylmer-Harris, who was not a land valuer and whose duties were restricted to the inspection of assessments, were in no way comparable with those of Mr. Bennett.

In the circumstances, I recommend that a duty allowance of £P.100 be paid to Mr. Bennett as from the 1st January, 1930, and that, in order to emphasize the difference in their duties and responsibilities, Mr. Bennett's title should be changed to Land Valuer, while that of Mr. Aylmer-Harris should be changed to Inspector of Assessments.

13. With regard to the new appointment of Assistant Director of Surveys, I am satisfied, by the reasons given in the accompanying copies of a letter and memorandum from the Director of Surveys, that this appointment is essential and I shall be glad to receive Your Lordship's approval of it.

If it is approved, I agree that the procedure laid down in Colonial Regulation No. 21 should be followed. Subject to that Regulation, I endorse the recommendation of the Director of Surveys that Mr. R. B. Crusher be promoted to fill this appointment. His special qualifications for it would appear to outweigh the consideration of his age.

14. I enclose a revised summary of the financial position in 1930 from which it will be seen that the estimated deficit for the year is approximately £P.175,000. It has also been necessary to issue Special Warrants for revotes of provision authorized but unexpended in 1929, for the payment of compensation in respect of claims on account of the disturbances of last year, and for new Police buildings; but this supplementary expenditure will be met from surplus balances or from savings on votes generally during the year.

It must be remembered, however, that as a consequence of the disturbances Palestine has had a serious set-back in revenue and has had to incur additional expenditure in 1930 alone approximating £P.228,500, excluding works services for additional Police.

I realize that any revision of the allocation of the cost of the Trans-Jordan Frontier Force and the excess cost of the Royal Air Force in favour of Palestine will necessitate a supplementary grant-in-aid, and that His Majesty's Government may therefore be reluctant to revise the existing arrangements before the 1st April, 1931. But in view of the additional financial burdens which Palestine has been forced to assume to provide against a recurrence of the outbreaks of last year, and of the inability of Palestine unaided to continue, on the present basis, the contribution towards the cost of the Defence Forces, I trust that Your Lordship will endeavour to obtain a supplementary grant-in-aid of Palestine revenues on the basis proposed in paragraph 9 of my despatch Secret A of the 22nd February.*

15. In view of the necessity for passing the Appropriation Ordinance for the year in order to regularize expenditure and the near approach of the date for the preparation of the Estimates for 1931, I trust that Your Lordship will approve by telegram the provision in the revised Estimates for 1930 in accordance with the summary set out in the attached financial statement.

I have, &c.,
J. R. CHANCELLOR,
High Commissioner for Palestine.

58

Enclosure 1 in No. 16.

EXTRACT FROM PALESTINE ESTIMATES, 1930.

<i>Details of Expenditure.</i>	<i>Approved Estimates. 1929. £P.</i>	<i>Estimates. 1930. £P.</i>	<i>Increase. £P.</i>	<i>Decrease. £P.</i>
XIII. Department of Agriculture and Forests.				
A. Personal Emoluments.				
Administration.				
1. *Director at £P.1,200 p.a. ...	1,200	1,200	—	—
2. Expatriation Allowance at £200 p.a. ...	200	200	—	—
3. Personal Allowance at £P.100 p.a. ...	100	100	—	—
4. *Deputy Director, £P.900—50—1,100 ...	1,000	—	—	1,000
5. Expatriation Allowance at £P.150 p.a. ...	150	—	—	150
6. Assistant Director, £P.750—25—950 ...	—	797	797	—
7. Expatriation Allowance at £P.100 p.a. ...	—	100	100	—
8. Compensatory Allowances ...	65	39	—	26
9. *Chief Clerk, £P.300—10—550 ...	380	—	—	380
10. Expatriation Allowance at £P.50 p.a. ...	50	—	—	50
11. 1 Clerk, Grade II, £E.251—12—300 ...	308	—	—	308
12. 3 Clerks, Grade III, £E.192—6—240 ...	636	—	—	636
13. 4 Clerks, Grade IV, £E.144—6—180 ...	626	—	—	626
14. 3 Clerks, Grade V, £E.96—6—132 ...	318	—	—	318
15. 2 Clerks, Grade IV, £E.60—6—84 ...	140	—	—	140
16. *25 Clerical Officers ...	—	3,963	3,963	—
17. Caretaker at £P.5 p.m. ...	60	—	—	—
18. 2 Caretakers at £P.5 p.m. ...	—	120	60	—
19. 1 Telephone Operator at £P.5 p.m. ...	—	60	60	—
20. Messengers and Cleaners ...	320	470	150	—
Total ...	£P.5,553	£P.7,049	£P.5,130	£P.3,634
Agriculture Service.				
21. *2 Inspectors, £P.550—25—750 ...	1,500	—	—	1,500
22. Expatriation Allowance at £P.100 p.a. ...	200	—	—	200
23. *Chief Agricultural Officer, £P.750—25—950 ...	—	797	797	—
24. Expatriation Allowance at £P.100 p.a. ...	—	100	100	—
25. 1 Irrigation Officer, £P.550—25—750 ...	750	—	—	750
26. Expatriation Allowance at £P.100 p.a. ...	100	—	—	100
27. *4 Sub-Inspectors, £P.300—10—550 ...	1,723	—	—	1,723
28. *2 Agricultural Officers, £P.300—10—550 ...	—	950	950	—
29. Expatriation Allowance at £P.50 p.a. ...	50	50	—	—
30. Compensatory Allowances ...	56	—	—	56
31. 5 Agricultural Assistants, £E.192—6—240 ...	1,094	—	—	1,094
32. 8 Agricultural Assistants, £E.144—6—180 ...	1,306	—	—	1,306
33. 2 Agricultural Inspectors, Grade III, £P.192—6—240 ...	—	451	451	—
34. 6 Agricultural Inspectors, Grade IV, £E.144—6—180 ...	—	964	964	—
35. 2 Forest Surveyors, £E.144—6—180 ...	316	—	—	316
36. 3 Clerks, Grade IV, £E.144—6—180 ...	519	—	—	519
37. 2 Clerks, Grade VI, £E.60—6—84 ...	139	—	—	139
38. 9 Station Superintendents, £E.144—6—180 ...	1,441	—	—	—
39. 4 Superintendents of Experiment Stations, Grade IV, £E.144—6—180 ...	—	641	—	800
40. 20 Forest Gardeners at £P.6 p.m. ...	1,440	—	—	1,440
41. 10 Gardeners at £P.6 p.m. ...	—	720	720	—
42. 8 Farm Labourers at £P.6 p.m. ...	576	576	—	—
43. Gardeners, Government House— 1 at £P.14 p.m. 3 at £P.6 p.m.	384	—	—	384
44. Forest Rangers— 20 Mounted at £P.6 p.m. 18 Unmounted at £P.3.500 p.m.	2,196	—	—	2,196
45. Meteorological Observers ...	278	314	36	—
46. Messengers and Cleaners ...	150	—	—	150
Total ...	£P.14,218	£P.5,563	£P.4,018	£P.12,673
Forestry Service.				
47. *Chief Forest Officer, £P.900—50—1,100 ...	—	1,050	1,050	—
48. Expatriation Allowance at £P.150 p.a. ...	—	150	150	—
49. *Senior Forest Officer, £P.300—10—550 ...	—	315	315	—
Carried forward ...	—	1,515	1,515	—

* Pensionable.

59

Details of Expenditure.

	<i>Approved Estimates. 1929. £P.</i>	<i>Estimates. 1930. £P.</i>	<i>Increase. £P.</i>	<i>Decrease. £P.</i>
Brought forward ...	—	1,515	1,515	—
Forestry Service—cont.				
50. 2 Forest Surveyors, Grade IV, £E.144—6—180 ...	—	327	327	—
51. 3 Forest Rangers, Grade III, £E.192—6—240 ...	—	684	684	—
52. 7 Forest Rangers, Grade IV, £E.144—6—180 ...	—	1,158	1,158	—
53. Forest Guards— 20 Mounted at £P.6 p.m. 18 Unmounted at £P.5 p.m.	—	2,520	2,520	—
54. 10 Forest Gardeners at £P.6 p.m. ...	—	720	720	—
55. Gardeners, Government House— 1 at £P.14 p.m. 3 at £P.6 p.m.	—	384	384	—
Total ...	—	£P.7,308	£P.7,308	—
Veterinary.				
56. *Chief Veterinary Officer, £P.750—25—950 ...	950	—	—	950
57. Expatriation Allowance at £P.100 p.a. ...	100	—	—	100
58. *Chief Veterinary Officer, £P.850—50—1,050 ...	—	989	989	—
59. Expatriation Allowance at £P.150 p.a. ...	—	150	150	—
Field Staff.				
60. *6 Veterinary Officers, £P.300—10—550 ...	2,415	2,475	60	—
61. Compensatory Allowances ...	59	8	—	51
62. 6 Assistant Veterinary Officers, £E.192—6—240 ...	1,288	1,272	—	16
63. 1 Clerk, Grade III, £E.192—6—240 ...	214	—	—	214
64. 1 Clerk, Grade V, £E.96—6—132 ...	98	—	—	98
65. 3 Stock Inspectors, £E.144—6—180 ...	513	500	—	13
66. Quarantine Headmen, Guards and Inoculators— 9 Headmen at £P.9 p.m. 19 Guards at £P.6 p.m. 4 Inoculators at £P.7 p.m. 5 Inoculators at £P.5 p.m.	2,976	2,976	—	—
67. Veterinary Dressers and Stablemen— 2 Dressers at £P.8 p.m. 2 Stablemen at £P.5 p.m.	312	312	—	—
Veterinary Laboratory.				
68. Senior Veterinary Officer, £P.550—25—750 ...	750	750	—	—
69. Expatriation Allowance at £P.100 p.a. ...	100	100	—	—
70. Compensatory Allowance ...	—	22	22	—
71. *1 Assistant Senior Veterinary Officer, £P.550—25—750 ...	—	550	550	—
72. Expatriation Allowance at £P.100 p.a. ...	—	100	100	—
73. 1 Laboratory Assistant, £P.180—8—276 ...	—	192	192	—
74. 1 Laboratory Assistant, £P.144—6—180 ...	165	171	6	—
75. 1 Laboratory Attendant, £P.96—6—132 ...	104	109	5	—
76. 1 Stableman at £P.5 p.m. ...	60	—	—	—
77. 2 Stablemen at £P.5 p.m. ...	—	120	60	—
Total ...	£P.10,104	£P.10,796	£P.2,134	£P.1,442
Horticultural Service.				
78. Chief Horticultural Officer, £P.750—25—950 ...	750	—	—	—
79. Expatriation Allowance at £P.100 p.a. ...	100	—	—	—
80. Chief Horticultural Officer at £P.900 p.a. ...	—	900	50	—
81. *Senior Horticultural Officer, £P.300—10—550 ...	—	495	495	—
82. Compensatory Allowance ...	—	13	13	—
83. 3 Fruit Inspectors, £P.300—10—550 ...	930	960	30	—
84. 2 Horticultural Assistants at £P.20 p.m. ...	240	—	—	240
85. 6 Packing Instructors at £P.15 p.m. ...	540	540	—	—
86. 1 Clerk, Grade V, £P.96—6—132 ...	98	—	—	98
Total ...	£P.2,658	£P.2,908	£P.588	£P.338

* Pensionable.

60

<i>Details of Expenditure.</i>	<i>Approved Estimates. 1929. £P.</i>	<i>Estimates. 1930. £P.</i>	<i>Increase. £P.</i>	<i>Decrease. £P.</i>
<i>Entomological Service.</i>				
87. *1 Entomologist, £P.550—25—750 ...	750	750	—	—
88. Expatriation Allowance at £P.100 p.a. ...	100	100	—	—
89. Compensatory Allowance ...	22	22	—	—
90. 2 Field Assistants, £E.192—6—240 ...	434	426	—	8
91. 3 Plant Inspectors, £E.144—6—180 ...	483	478	—	5
92. 1 Laboratory Assistant, £E.144—6—180 ...	162	169	7	—
93. Plant Inspection Guards— 2 at £P.4.— p.m. 3 at £P.4.500 p.m.	—	258	258	—
94. 1 Clerk, Grade V, £E.96—6—132 ...	105	—	—	105
Total ...	£P.2,056	£P.2,203	£P.265	£P.118
<i>Irrigation Service.</i>				
95. *1 Irrigation Officer, £P.550—25—750 ...	—	750	750	—
96. Expatriation Allowance at £P.100 p.a. ...	—	100	100	—
97. 1 Irrigation Inspector, £P.300—10—550 ...	—	300	300	—
98. 1 Assistant Irrigation Inspector, Grade II, £P.180—8—276	—	180	180	—
99. 3 Water Supervisors at £P.6 p.m. ...	—	216	216	—
Total ...	—	£P.1,546	£P.1,546	—
<i>Fisheries.</i>				
100. Chief Fisheries Officer, £P.550—25—750 ...	589	614	25	—
101. Expatriation Allowance at £P.100 p.a. ...	100	100	—	—
102. Compensatory Allowance ...	17	18	1	—
103. 2 Fisheries Officers, Grade IV, £E.144—6—180	290	305	15	—
104. 1 Clerk, Grade IV, £E.144—6—180 ...	144	—	—	144
105. 1 Laboratory Assistant, Grade III, £E.192—6—240	195	201	6	—
106. Fishermen— 1 at £P.10 p.m. 1 at £P.7 p.m.	204	—	—	—
107. Seamen— 1 at £P.7 p.m. 2 at £P.5 p.m.	—	204	—	—
108. Casual Labour ...	50	50	—	—
Total ...	£P.1,589	£P.1,492	£P.47	£P.144
<i>Stock Breeding Service.</i>				
109. Manager, Stud Farm, at £P.1,000 p.a. ...	1,000	1,000	—	—
110. Stockman, £P.300—10—550 ...	453	478	25	—
111. Expatriation Allowance at £P.50 p.a. ...	50	50	—	—
112. Compensatory Allowances ...	39	40	1	—
113. Chief Herdsman, Grade IV, £E.144—6—180	153	147	—	6
114. 1 Stud Groom at £P.8 p.m. ...	96	96	—	—
115. 7 Stablemen at £P.5 p.m. ...	420	420	—	—
116. Cowmen— 1 at £P.7 p.m. 3 at £P.5 p.m.	264	264	—	—
117. 1 Shepherd at £P.6 p.m. ...	72	72	—	—
118. 1 Clerk, Grade IV, £E.144—8—180 ...	155	—	—	155
119. 1 Poultry and Beekeeping Instructor, £P.300—10—550	518	528	10	—
120. Compensatory Allowance ...	1	—	—	1
121. 2 Poultry and Bee Attendants, £P.96—6—132	220	233	13	—
122. 1 Ghaffir at £P.5 p.m. ...	60	60	—	—
123. Casual Labour ...	150	150	—	—
Total ...	£P.3,651	£P.3,538	£P.49	£P.162

* Pensionable.

61

<i>Details of Expenditure.</i>	<i>Approved Estimates. 1929. £P.</i>	<i>Estimates. 1930. £P.</i>	<i>Increase. £P.</i>	<i>Decrease. £P.</i>
<i>Analytical Service.</i>				
124. 1 Agricultural Chemist, £P.300—10—550	486	504	18	—
125. Compensatory Allowance ...	12	9	—	3
126. 1 Assistant Agricultural Chemist, £E.192—6—240	211	217	6	—
127. 1 Laboratory Assistant, £E.96—6—132 ...	125	131	6	—
128. Casual Labour ...	25	45	20	—
Total ...	£P.859	£P.906	£P.50	£P.3
Total Personal Emoluments ...	£P.40,688	£P.43,309	£P.21,135	£P.18,514
<i>B. Other Charges.</i>				
129. Transport and Travelling ...	6,000	8,700	2,700	—
130. Railway Fares and Freight ...	2,000	2,000	—	—
131. Lighting and Heating ...	100	100	—	—
132. Uniforms ...	500	700	200	—
133. Typewriters ...	50	150	100	—
134. Recruitment of Agricultural Officers ...	76	76	—	—
135. Contribution to Imperial Bureau of Mycology ...	50	50	—	—
136. Forage ...	360	380	20	—
137. Camp Equipment ...	100	100	—	—
138. Upkeep of Nurseries ...	800	800	—	—
139. Rent of Forest Nurseries ...	28	28	—	—
140. Demarcation of Forests ...	350	350	—	—
141. Sylvicultural Research ...	200	200	—	—
142. Upkeep of Government House Grounds ...	200	400	200	—
143. Afforestation ...	3,000	3,000	—	—
144. Draught Animals, Carts, and Harness ...	100	150	50	—
145. Demonstrations and Experiments ...	300	300	—	—
146. Upkeep of Agricultural Stations ...	1,250	1,250	—	—
147. Eradication of Pests and Diseases ...	5,400	5,000	—	400
148. Destruction of Jackals ...	50	—	—	50
149. Upkeep of Entomological Laboratory ...	200	200	—	—
150. Contribution to Locust Bureau ...	113	113	—	—
151. Grant to Tulkarem Agricultural School ...	308	—	—	308
152. Grant-in-Aid of Kadoorie School ...	1,000	—	—	1,000
153. Grant-in-Aid of Sericultural Experimental Work ...	300	450	150	—
154. Veterinary Drugs, Dressings, Instruments, and Equipment ...	350	300	—	50
155. Upkeep of Veterinary Laboratory ...	300	400	100	—
156. Control and Suppression of Animal Con- tagious Diseases ...	600	500	—	100
157. Compensation for Animals destroyed ...	250	150	—	100
158. Contribution to International Veterinary Office ...	77	77	—	—
159. Stock Breeding Service ...	1,100	750	—	350
160. Upkeep of Analytical Laboratory ...	200	200	—	—
161. Upkeep of Library and Records ...	40	100	60	—
162. Contribution to International Association of Seed Testing ...	10	10	—	—
163. Telegrams, Telephones, and Postage ...	700	900	200	—
164. Maintenance of Fishing and Patrol Launch ...	150	150	—	—
165. Fishery Investigations ...	300	200	—	100
166. Fruit Inspection Service ...	400	400	—	—
167. Contribution to Colonial Advisory Council of Agriculture and Animal Health ...	38	38	—	—
168. Contribution to Imperial Agricultural Bureau ...	—	75	75	—
169. Departmental Extraction of Forest Produce ...	—	100	100	—
170. Irrigation Investigations ...	—	500	500	—
171. Upkeep of Farm and Stable Equipment ...	—	350	350	—
172. Poultry and Bee Experiments ...	—	100	100	—
173. Grant-in-Aid to General Agricultural Coun- cil ...	—	300	300	—
174. Contingencies ...	150	150	—	—
<i>Special Expenditure.</i>				
175. Agricultural Shows and Exhibitions ...	100	—	—	100
176. Purchase of Stock ...	600	450	—	150
177. Instruments and Equipment for Meteoro- logical Stations ...	100	100	—	—
Carried forward ...	28,300	30,797	5,205	2,708

Details of Expenditure.	Approved		Increase.	Decrease.
	Estimates. 1929.	Estimates. 1930.		
	£P.	£P.	£P.	£P.
Brought forward ...	28,300	30,797	5,205	2,708
<i>Special Expenditure—cont.</i>				
178. Cattle Dipping Baths ...	—	100	100	—
179. Purchase of Equipment for Veterinary Laboratory ...	—	220	220	—
180. Purchase of Experimental Animals ...	—	150	150	—
181. Purchase of Irrigation Appliances and Instruments ...	—	150	150	—
182. Purchase of Agricultural Machinery ...	—	728	728	—
Total Other Charges ...	£P. 28,300	£P. 32,145	£P. 6,553	£P. 2,708
Total Agriculture and Forests ...	£P. 68,988	£P. 75,454	£P. 27,688	£P. 21,222

Enclosure 2 in No. 16.

Acting Chief Secretary,
Government Offices,
Jerusalem.

Subject: Survey Estimates, 1930.

I ATTACH a memorandum on Item 3 of the Survey Estimates referred to in Colonial Office despatch of 27th February last.

At the stage now reached by the Survey it is, in my opinion, for the reasons given in the memorandum, clearly essential that the Survey Headquarters control organization be strengthened by the appointment of an Assistant Director who could relieve the Head of Department of duties that might be delegated to a Class 1 Officer.

It is also considered essential that the appointment be filled by the Officer in charge of Mapping and Reproduction.

This Officer controls and co-ordinates all the field operations and office processes of the cadastral survey in detail, and is alone in a position to effectively perform the duties which it is thought necessary to allocate to an Assistant Director.

The present Class 2 Officer in charge of Mapping and Reproduction, Mr. R. B. Crusher, is an expert who has all the necessary qualifications and experience. His appointment to the post is necessary, and should be accompanied by the addition of a Sub-Inspector at Survey Headquarters as provided for in Survey Estimates.

C. H. LEY,
Director of Surveys.

Memorandum on Item (3) of Survey Estimates, 1930.

THE Survey Department will shortly comprise 133 classified officers and 190 chainmen and labourers, and is divided at present into 13 field parties, 5 Land Registry detachments, and 7 Office sections. Its operations include 15 distinct categories of technical work each of which represents a specialized trade or technique, and requires special training.

While training is still proceeding, a fiscal survey, a cadastral survey for Land Settlement, a survey of all built-on areas, surveys for upkeep of a pre-existing system of Land Registration (including the checking of the work of 50 licensed surveyors), a number of miscellaneous survey operations, and reproduction of maps and plans on an ever-increasing scale, are being simultaneously carried on at high pressure.

2. The most important of these activities, viz., the work for Land Settlement and Valuation, involves complicated technical procedure, and presents a large number of problems for solution in co-operation with several other Departments. It now includes the demarcation of the whole of the unmetalled and ill-defined or undefined roads in the country, and the difficult area-process of partitioning of Masha'a lands in accordance with share-schemes, with provision of accommodation roads.

These are *de novo* operations forming the basis of a new land system, and of agricultural reform; they will for years proceed concurrently with general mapping and miscellaneous survey work, the demands on the Department will continue to fluctuate, transfers of parties and individuals will be frequent, training will continue to be carried out under difficulties, and no settling down into a decentralized organization with standardized technical routine, such as is normal in survey revision work, will be possible.

3. In addition to the Director, and excluding two field officers whose whole time is taken up in field training and inspection, there is only one officer, viz., the Inspector in charge of Mapping and Reproduction, upon whom the detail technical control of the main activities falls.

The Director directly controls the administration, deals with estimates, expenditure, accounts, personnel, discipline, and matters of survey policy, supervises the mathematical office, decides technical methods, programmes, and procedure, issues field and technical instructions, approves maps, plans, and partitioning schemes, deals with external correspondence and technico-legal questions, and carries out at least one inspection per party per year.

The Class 2 Officer in charge of Mapping and Reproduction directly controls the Drawing, Printing, and Area offices, supervises the preparation of maps and block-plans, deals with all survey details of Land Settlement, Land Valuation, and Urban Assessment, checks the progress of fiscal, cadastral, town, and Land Registry surveys, and acts as technical control officer between field and office, carrying out all relative internal correspondence.

4. The strain on the Director and on this Officer has been much increased by the growth and complexity of problems in connexion with settlement, partitioning, and road schemes.

Neither Officer can be away from Survey Headquarters at the same time, and, in the absence of the Director even for a short period, disciplinary matters and decisions which might be dealt with by an experienced Assistant Director, but which should not be dealt with by an officer in a lower position, have at present to be held up.

It is necessary also for the proper conduct of business with the Department of the Commissioner of Lands that the expert officer in technical control of all details of the cadastral survey should have a position of equality with the officers of that Department to whom he has to explain the technical limitations, and with whom he has to arrive at agreement on common questions of detail or of co-ordination of progress.

5. The survey has, moreover, reached a stage where it is thought imperative to introduce a system, similar to the very effective one of the Ordnance Survey of Great Britain, whereby losses of field allowance are incurred for technical mistakes, inadequate progress, or failure to carry out technical instructions.

It is not thought that such a system can be worked in this Department without delegation of limited powers in respect of the reductions mentioned to a technical Control Officer with the rank of Assistant Director.

6. The Survey Estimates were accordingly designed to allow for reorganization of the present system of survey control in the most economical and efficient manner.

Mr. R. B. Crusher, the expert Class 2 Officer at Survey Headquarters, was to be relieved of direct supervision of the Drawing and Area office and of much internal technical correspondence, and, by appointment to Assistant Director, given the necessary position to relieve the Head of Department of much technical work, to act with greater authority in matters of technical discipline, and in details of Land Settlement, Valuation, and Assessment referred to.

Mr. Crusher is 53 years of age, is an expert surveyor of long survey experience in field and office in many countries, has intimate knowledge of the technical system, the personnel, and the conditions of the survey in this country; has the production of cadastral plans well under his control, and his appointment would, it is considered, meet a severely-felt want in the only safe and satisfactory manner.

C. H. LEY.
13th April, 1930.

Enclosure 3 in No. 16.

SUMMARY OF REVISED ESTIMATES, 1930.

Revenue:			
	£P.	£P.	£P.
Provision in draft Estimates, 1930			2,298,685
Increases:			
Customs and Excise		10,000	
Profits from Currency		15,000	
Grant-in-Aid, Trans-Jordan Frontier Force—			
1st January to 31st March, 1930	11,500		
1st April to 31st December, 1930	27,000		
	38,500		
Less Provision in draft Estimates	28,980		
		9,520	34,520
Total Revised Revenue			£P. 2,333,205

Expenditure.			
Provision in draft Estimates, 1930		2,297,337	
Increases:			
Head XIII. Department of Agriculture—			
(Locust Campaign)	30,000		
Head XVIII. Police	100,000		
Head XIX. Trans-Jordan Frontier Force	83,000		
(Including revote of £P. 32,000 for purchase of vehicles from 1929; and purchase of animals, £P. 11,000.)			
Head XX. Defence	1,500		
Head XXIX. Trans-Jordan Frontier Force Extraordinary ...	44,000		
(Including Samakh, Beisan and Jisr Majamieh Camps £P. 31,500; and accommodation for 5th Company £P. 10,300)	258,500		
Less Decreases:			
Head XII. Department of Education	200		
Head XIII. Department of Agriculture	1,600		
Head XV. Land Settlement ...	300		
Head XXVI. Public Works Extraordinary	45,000		
	47,100	211,400	2,508,737
Revised Estimated Deficit			£P. 175,532

C. 77089/30 [No. 35].

No. 17.

THE OFFICER ADMINISTERING THE GOVERNMENT to THE SECRETARY OF STATE.

(Received 2.23 p.m., 30th July, 1930.)

TELEGRAM.

[Answered by No. 18.]

No. 219. 30TH JULY. My despatch of 7th June, Confidential J.* 1930 Estimates. Request telegraphic approval of Head XII subject to postponement of provision under Items 10 and 11 as new academic year opens 15th September.

C. 77089/30 [No. 45].

No. 18.

THE SECRETARY OF STATE to THE OFFICER ADMINISTERING THE GOVERNMENT.

(Sent 12.20 p.m., 2nd September, 1930.)

TELEGRAM.

[Answered by No. 19.]

No. 230. Your telegram of 30th July, No. 219.† Estimates Head XII. Since all the available information as to finances of Palestine would seem to point to a substantial deficit on present year's working and as there is no present indication that it will be possible to avoid deficit next year I am reluctant to approve Estimates for the Education Department which involve so substantial an increase on last year's Estimates. Please furnish brief statement by telegraph indicating effect on education services of decision to keep expenditure on education in 1930 within limits of that incurred in 1929.—PASSFIELD.

C. 77089/30 [No. 48].

No. 19.

THE OFFICER ADMINISTERING THE GOVERNMENT to THE SECRETARY OF STATE.

(Received 2.57 p.m., 8th September, 1930.)

TELEGRAM.

[Answered by No. 20.]

No. 248. 8TH SEPTEMBER. Your telegram of 2nd September, No. 230.‡ Estimates Head XII. The increased provision for personal emoluments is mainly due to increments, absorption of four Government scholars graduating from British and other Universities, and normal up gradient of teachers' cadre.

You have already approved provision under Items 6, 62, 76, 87, and 88, and provision under Items 10 and 11 for Senior Inspector has been deleted.

Your authority is now sought for additional appointments as follows:—2 Grade I. Items 40 and 45 and 3 Grade IV, Item 60, to enable absorption of Government scholar(s) and also 5 Grade III, Item 58, and 1 Grade IV, Item 60, to enable promotion of teachers who have passed departmental promotion examination. If these appointments are authorized draft Estimates will be amended to show reduction of 2 Grade II, Item 56, and 3 Grade IV, Item 60, post(s) and increase of 5 Grade VI, Item 64, post(s). Greater reductions cannot be made unless existing services are curtailed or teachers discharged.

* No. 16.

† No. 17.

‡ No. 18.

C. 77089/30 [No. 49].

No. 20.

THE SECRETARY OF STATE to THE OFFICER ADMINISTERING
THE GOVERNMENT.

(Sent 7.45 p.m., 12th September, 1930.)

TELEGRAM.

No. 245. YOUR telegram of 8th September, No. 248.* Estimates Head XII.
Proposals approved.—PASSFIELD.

C. 77089/30 [No. 56].

No. 21.

COLONIAL OFFICE to TREASURY.

[Answered by Nos. 22 and 24.]

SIR,

Downing Street, 14th October, 1930.

I AM directed by Lord Passfield to transmit to you, to be laid before the Lords Commissioners of the Treasury, the accompanying copy of a despatch dated the 5th of October, 1929,† from the High Commissioner for Palestine, submitting the draft Estimates of Revenue and Expenditure for the year 1930. Copies of the enclosures to that despatch, with the exception of enclosure (1), are also forwarded. Enclosure (1) comprises 12 copies of the draft Estimates, of which one copy has already been sent to the Treasury. It is regretted that further copies are no longer available.

2. I am also to enclose copies of subsequent correspondence with the High Commissioner for Palestine, as enumerated in the accompanying schedule of enclosures, on the subject of the draft Estimates for the current year.

3. It will be observed that the Secretary of State, in his telegram No. 302 of the 24th of December (enclosure (3)), asked to be informed what services provided for in the draft Estimates could be cut down or postponed without serious damage to efficient administration, and what was the amount of savings that could be so effected. In February, 1930 (see enclosure (5)), Sir J. Chancellor submitted a proposal for revising the draft Estimates in the light of the later information then available as to the probable revenue and expenditure. These proposals are summarized in the enclosure to Sir J. Chancellor's Secret despatch of the 22nd of February. They were, however, superseded by the further proposals put forward in the High Commissioner's despatch Confidential "J" of the 7th of June, 1930 (enclosure (8)), which are summarized in enclosure (3) to that despatch. These later proposals were formulated after the High Commissioner had examined the possibility of effecting savings in accordance with the request in the Secretary of State's telegram No. 302 of the 24th of December enclosure (3)). Their Lordships will observe that the High Commissioner expressed the view in that despatch that he could offer no suggestions for large savings, and that he reaffirmed the opinion previously expressed in his telegram of the 17th of April (enclosure (7)), that current expenditure could not be substantially reduced without cutting down essential services. The proposals, however, include a saving of £45,000 on Head XXVI—Public Works Extraordinary. As regards revenue, Their Lordships will have learnt from paragraph 3 of the letter from this Department of the 15th of April‡ that the High Commissioner is of opinion that there is little scope for raising further revenue by additional taxation, and that Lord Passfield is in full agreement with the High Commissioner's views on this point, which it may be remarked, are supported by the opinions expressed by Sir John Hope Simpson in his recent Report.

4. The revised Estimates, as summarized in enclosure (3) to the High Commissioner's despatch Confidential "J" of the 7th of June (enclosure (8)), provide for additional expenditure to the extent of £P.258,500 on Locust Campaign, Police, and Defence. This additional expenditure is clearly necessary. The revised totals are—Revenue, £P.2,333,205, and Expenditure, £P.2,508,737, giving the estimated deficit on the year's working of £P.175,532.

* No. 19.

† No. 1.

‡ No. 14

5. On the basis of the information available when the above revised Estimates were received in June last, it was anticipated that the general financial position as at 31st of December, 1930, would be as follows:—

	£P.	£P.
Surplus balance at 31st December, 1929		773,000
Commitments (as shown in enclosure to Colonial Office letter of 15th April, 1930)	456,500	
Estimated deficit on 1930	175,500	
Loss of Revenue owing to reduction in rate of tithe	70,000	
Total	£P.702,000	

which gives an estimated unallocated balance of £71,000 as at 31st December, 1930.

6. Later figures furnished by the Officer Administering the Government, however, give an estimated unallocated surplus balance on the 31st December, 1930, of £P.372,000. These figures are given in a despatch dated the 20th of September, on the subject of the cost of the Trans-Jordan Frontier Force and of the British Forces in Palestine and Trans-Jordan. A copy of that despatch is enclosed (enclosure (13)). It will be seen that this figure is calculated on the actual revenue and expenditure for the first eight months of the year, and estimates for the last four months. On this basis the revenue figure is £P.1,493,988 (actuals for the first eight months), plus £P.935,777 (estimates for the last four months), or £P.2,429,765 as compared with £P.2,333,205, the estimated revenue for the whole year, on which the unallocated surplus balance of £P.71,000 (at 31st December, 1930) was calculated. The corresponding figures for expenditure are £P.1,541,799 (actuals for the first eight months), plus £P.898,789 (estimates for the last four months), or £P.2,440,588 as compared with £P.2,508,737, the figure based on the estimate for the whole year. The latest figures therefore give an increase of some £P.96,500 on total revenue, and a reduction of some £P.68,000 on total expenditure, and this accounts for £P.164,500 of the difference (£P.301,000) between the two estimates of the surplus balance as at 31st of December, 1930. The remainder of the difference is mainly accounted for—

	£P.
(a) by a reduction in the total amount of commitments from £P.456,500 to £P.388,000	68,500
(b) by a reduction of expenditure on the Trans-Jordan Frontier Force and British Forces in Palestine and Trans-Jordan, from £P.263,776 to £P.211,217 (<i>vide</i> Appendix B. to Officer Administering the Government's Secret despatch of 20th September, 1930 (enclosure (13))	52,500
	£P.121,000

In connexion with (a), it will be observed that the latest table of commitments (given in paragraph 7 of Sir S. Davis's Secret despatch of the 20th of September (enclosure (13)), does not include the item of £P.100,000 for payment of compensation for damage, &c., arising out of the disturbances. It is understood that some £P.86,000 has been paid out on this account from the 1st January up to the end of August, 1930. No provision was made in the revised Estimates for these payments, and the latest figures of expenditure (based on actuals for eight months and estimates for the remaining four months), should therefore be reduced by £P.86,000 for the purpose of comparison with the revised Estimate figure. The margin between the two thus becomes £P.68,000 and £P.86,000 or £P.154,000.

As regards (b), a further communication will be addressed to you concerning the revised proposals put forward by Sir S. Davis for the allocation of the cost of the Trans-Jordan Frontier Force and the excess cost of British Forces, which, as shown above, involve a reduction of £P.52,500 in the total estimate of expenditure on these services by the Palestine Government during the current year.

7. Their Lordships will appreciate that the uncertain economic conditions arising out of the disturbances of the autumn of 1929 added to the difficulties in framing an estimate of the revenue for the current year. In all the circumstances, a closer estimate was not to be expected, and the difference between the revised estimate and the latest figure, based on actual figures for the first eight months and estimates for the last four months, is not perhaps so great as might have been anticipated. As shown above, the latest figures of total expenditure represent in effect a reduction on the revised estimate figure of £P.154,000 (£P.68,000 being the actual difference between the two figures,

and £P.86,000 the amount paid out up to the end of August, 1930, in respect of compensation). Of this total, some £P.52,500 represents the reduction in the cost of Defence which would be effected in the event of the Officer Administering the Government's proposals for the allocation of cost being adopted. It is not known what part of the remainder of this sum is in respect of necessary services, which have been held up in consequence of the non-approval of the Estimates, and for which it will be necessary to provide in the draft Estimates for 1931.

8. I am to enclose a memorandum (enclosure (14)) prepared in the Colonial Office, commenting on details of the draft Estimates as revised. It has, of course, been necessary, on grounds of urgency, to approve from time to time detailed expenditure as provided for in the draft Estimates, and Lord Passfield now proposes, subject to any observations Their Lordships may have to offer, to approve the revised Estimates as a whole, subject to consideration of the comments on details in the enclosed memorandum, and to further consideration of the provision for Trans-Jordan Frontier Force and for the cost of British Forces in Palestine and Trans-Jordan. His Lordship also proposes to request the High Commissioner to make every endeavour to limit total expenditure in the current financial year, on all services, with the exception of Defence, which is to be further considered, to the sum of £P.2,229,000 as representing the total estimated expenditure (excluding Defence) calculated in accordance with the latest figures given in Sir S. Davis's Secret despatch of the 20th of September, 1930.

9. In conclusion, I am to say that the Secretary of State has considered the alternative course of calling for revised detailed Estimates based on actual figures for the first nine months of the year, and estimates for the remaining three months. He considers, however, that he would not be justified in adopting this course, having regard to the additional labour and grave inconvenience which it would involve. In this connexion, I am to enclose a copy of a telegram (enclosure (15)) from the High Commissioner for Palestine, pressing for early approval of the Estimates in order to facilitate the preparation of the draft Estimates for 1931, and to obviate administrative inconvenience.

10. I am to request the favour of a very early reply to this letter.

I am, &c.,

O. G. R. WILLIAMS.

Enclosure in No. 21.

SCHEDULE OF ENCLOSURES.

- (1) High Commissioner's despatch No. 897 of the 5th of October, 1929.*
- (2) High Commissioner's despatch Confidential of the 16th of October, 1929.†
- (3) Secretary of State's telegram No. 302 of the 24th of December, 1929.‡
- (4) High Commissioner's telegram No. 36 of the 14th of February, 1930.§
- (5) High Commissioner's despatch Secret of the 22nd of February, 1930.||
- (6) Secretary of State's telegram No. 73 of the 28th of March, 1930.¶
- (7) High Commissioner's telegram No. 96 of the 17th of April, 1930.**
- (8) High Commissioner's despatch Confidential "J" of the 7th of June, 1930.††
- (9) Officer Administering the Government's telegram No. 219 of the 30th of July, 1930.‡‡
- (10) Secretary of State's telegram No. 230 of the 2nd of September, 1930.§§
- (11) Officer Administering the Government's telegram No. 248 of the 8th of September, 1930.||||
- (12) Secretary of State's telegram No. 245 of the 12th of September, 1930.¶¶
- (13) Officer Administering the Government's despatch Secret of the 20th of September, 1930.***
- (14) Memorandum prepared in the Colonial Office.†††
- (15) High Commissioner's telegram No. 276 of the 7th of October.‡‡‡

* No. 1. † No. 2. ‡ No. 5. § No. 6. || No. 10. ¶ No. 13. ** No. 15.
 †† No. 16. ‡‡ No. 17. §§ No. 18. |||| No. 19. ¶¶ No. 20.
 *** C. 77296/30 [No. 12]: not printed. ††† Printed as enclosure in No. 26.
 ‡‡‡ C. 77089/30 [No. 53]: not printed.

C. 77089/30 [No. 60].

No. 22.

MR. W. R. L. TRICKETT (TREASURY)

to

MR. F. J. HOWARD (COLONIAL OFFICE).

(S. 35812)

DEAR HOWARD,

Treasury Chambers, 30th October, 1930.

Palestine and Trans-Jordan.

I REFER to Colonial Office letter of the 14th instant,* Williams's letter of the 24th instant†, and Colonial Office letter of the 25th instant‡, and our conference at the Treasury on the 27th instant on the subjects of the 1930 Palestine Estimates and the proposed Supplementary Estimate for Colonial and Middle Eastern Services 1930, Sub-head E.

2. *Palestine Estimates, 1930.* We have experienced much difficulty in deciding what should be done at the present time with regard to an annual estimate, most of which is by now *fait accompli*. We recognize, however, that the incidence of Treasury control occurred late in the year, and that it would now be useless to embark on a further detailed examination of the figures, such as we should like if time and circumstances permitted.

3. We have no suggestions to make as to estimated revenue. With regard to estimated expenditure, however, we think that as things are, the estimate for civil expenditure (i.e., excluding for the moment cost of Defence and Trans-Jordan Frontier Force) may be approved at the sum of £P.2,151,381, subject to such economies as it may be decided to effect on the lines of the memorandum§ enclosed in Colonial Office letter of the 14th instant. The Palestine Government should, in any case, understand that so far as any call on the United Kingdom Exchequer may be effected, an expenditure of £P.2,151,381 on the relative services must in no circumstances be exceeded. We shall indeed expect that the expenditure will be brought below that figure.

4. In explanation of the figure £P.2,151,381 I may say that I have taken the estimated expenditure arrived at on the last revision, viz, £P.2,440,588, and excluded therefrom the amount of the Defence and Trans-Jordan Frontier Force costs which appear to be included in that figure. The amount of Defence cost which appears to be included is £P.19,176 and Trans-Jordan Frontier Force cost £P.270,031; a total of £P.289,207.

5. The Palestine Government should realize that from now on their financial administration is under Treasury control, and that they have no authority to incur expenditure without the prior sanction of the Treasury.

6. I should point out that in two month's time the Palestine Government will enter on a fresh financial year. Financial control cannot be made really effective, unless adequate opportunity has been presented of considering and approving Estimates of Revenue and Expenditure. We trust therefore, that the 1931 Estimate will be submitted at a very early date.

7. In existing circumstances it appears most inconvenient that the Palestinian financial year should differ from our own (and I may add from Trans-Jordan's). The effect is that Palestinian commitments are advanced 3 months, and in practice it is difficult to make up the leeway here. There is also the embarrassment and complication of dealing with broken periods of a year in contrast with our own. We suggest therefore, that the Colonial Office and the Treasury should consider the advisability of reverting to the financial year 1st April—31st March, from which Palestine departed in 1927.

8. *Cost of Defence.* We think that we should maintain in principle the reallocation of cost agreed by the Colonial Office and the Treasury, and communicated to the Palestinian Government in Lord Passfield's despatch of the 18th July last.¶ We do not accept the variations of it proposed by Sir S. Davis in his despatch of the 20th September, 1930.¶¶

9. *Trans-Jordan Frontier Force.* With regard to these costs we agree to the three-quarters one-quarter arrangement as from the 1st April, 1930; and as part of the general settlement of Defence cost distribution this year, we should be prepared to accept under this new arrangement, the carry-over from 1929. In other words, we would

* No. 21. † C. 77296/30 [No. 13]: not printed. ‡ C. 77023/30, Secret: not printed.
 § Printed as enclosure to No. 26. || C. 77296/30 [No. 6]: not printed.
 ¶ C. 77296/30 [No. 12]: not printed.

accept what falls for payment after the 1st April, 1930, as coming within the new arrangement. We understand that about £7,000 is involved in this: that is, by reducing our claim from five-sixths to one-fourth in respect of deferred expenditure, Palestine benefits by £7,000.

10. The total cost of Trans-Jordan Frontier Force for the calendar year 1930 is stated to amount to £270,031 of which £122,467 falls to be provided by Palestine, and £147,564 by His Majesty's Government. Of this latter figure, we provided £11,287 in 1929, leaving £135,777 to be provided in 1930. We have already provided £27,000 so that there remains to be provided by us £108,777—say, £109,000.

11. *Royal Air Force.* The cost of two squadrons plus armoured cars, hospital accommodation, &c., is now stated to be £42,500 for the year. Under the new arrangement Palestine should pay half of this, viz., £21,250 plus the whole of the cost of Royal Air Force works services in Palestine, viz., £4,000. Palestine should, therefore, pay us a total of £25,250, not £32,750 as stated in Appendix B. to Sir Stuart Davis's despatch of the 20th September. These figures should be confirmed by the Air Ministry, as they do not accord with your despatches No. 5, of 4th July, 1929* and No. 285 of 24th April, 1930†, nor with the memorandum accompanying Williams's letter of the 24th instant.

To the sum of £46,500 (the excess cost of the two squadrons, etc., and works expenditure in Palestine) we have to add a sum of £25,500 for capital expenditure in Trans-Jordan. This gives a total for Royal Air Force in Palestine and Trans-Jordan of £72,000 towards which we have already provided under the Vote, Sub-head E.1, the sum of £66,000. We require also a further £6,000 this year for capital expenditure on the Royal Air Force Camp at Ma'an. A saving of £2,000, however, has been effected out of the £28,000 provided for repaying the Air Ministry the cost of carrying out the hutted camp programme for the troops.

12. *Army.* With regard to the cost of the two battalions, I understand that the normal excess cost for 1930 amounts to £50,000 and that the excess cost for 1929 should be taken at £30,000—a total of £80,000 as appearing in the Estimate, Sub-head E.1 (a). Local services have been provided by Palestine, the cost being at the rate of £50,000 per annum. Palestine has also met certain excess railway rate charges amounting to £6,000. Palestine apparently agrees to pay this £6,000 or rather delete their debit against the War Office. The Palestine Government, however, maintain a debit against His Majesty's Government for local services they have provided, viz., £29,769 for charges up to the 31st December, 1929, and £40,000 for charges in the course of the calendar year 1930.

Lastly, there has to be found this year £30,000 out of the £65,000 approved for barrack construction, £5,000 out of the £10,900 approved for accommodating the Royal Army Service Corps unit and £1,700 initial charges and £1,300 excess cost for the Royal Army Service Corps unit. These sums amount to £38,000.

13. The gross figures, therefore, as regards Defence costs (Sub-head E.1) now appear to be as follows:—

	£	£
Royal Air Force	42,500	
	4,000	
	25,500	
		72,000
Troops	80,000	
Hutted camps	28,000	
Barracks	30,000	
do.	5,000	
Royal Army Service Corps	1,700	
do. do.	1,300	
	£146,000	
Less saving on hutted camps	2,000	
		144,000
		£216,000

14. *Contributions by Palestine.* With regard to Royal Air Force it is common ground that Palestine will pay one-half the cost of the two squadrons etc., plus the full cost of works services in Palestine, i.e., a total of £25,250. Palestine will thus

* No. 78 in Middle East No. 29.

† No. 51 in Middle East No. 33.

have to provide £7,500 less than they offered to pay on this Head, according to Sir S. Davis's despatch of the 20th September, Appendix B. As regards the troops, Palestine offered to pay £50,000 plus £6,000 difference in railway rates. (The deduction of £3,574 in respect of these rates as shown in Appendix A. to Sir S. Davis's despatch is unintelligible). For the present purposes I suggest we may ignore railway rate charges, treating them as cancelled out. Against Palestine's offer to pay £50,000 we have expenditure of:—

	£
Estimate Sub-head E. 1(a)	80,000
Barrack Construction	30,000
Royal Army Service Corps	8,000
	£118,000

This would leave a balance of £68,000 to be found.

In addition there is the amount expended by Palestine on local services, the cost of which Palestine still treats as an advance repayable by His Majesty's Government—£69,769.

15. I do not think we can accept £50,000 as an adequate contribution by Palestine in existing circumstances, alongside the maintenance of a debit of £69,769. Their surplus balance must be drawn on to a considerably larger extent than their offer entails. I suggest that the simplest way of adjusting the difference between us would be to require Palestine to charge finally against their own revenues expenditure on local services. The figures are very incomplete and extremely difficult to understand, but if that suggestion were adopted, Palestine would still be left with a surplus balance, unallocated, of over £¼ million. I do not think that the circumstances warrant a complaint that this is inadequate.

16. The figures of the Supplementary Estimate on the above basis under Sub-head E. would thus be:—

	£
E. 1	42,000
E. 2	109,000
E. 3	24,000

and the appropriations under Sub-head L. would be:—

	£
Royal Air Force	25,250
Troops	50,000
(say)	£75,000
Less Appropriations-in-Aid already shown	32,000
	£43,000

The above details give you the necessary material, if you concur, for approving the Palestine Estimates 1930, and also for constructing the Supplementary Estimate the draft of which I will ask you to let me have at the earliest possible moment.

Yours, &c.,

W. R. L. TRICKETT.

C. 77089/30 [No. 61].

No. 23.

MR. W. R. L. TRICKETT (TREASURY)

to

MR. F. J. HOWARD (COLONIAL OFFICE).

(S. 35812.)

DEAR HOWARD,

Treasury Chambers, Whitehall, S.W.1. 5th November, 1930.

Will you kindly let me have as soon as possible your answer to my letter of the 30th ultimo,* concerning Palestine and Trans-Jordan.

* No. 22.

Subject to any further observations from the Colonial Office, we are prepared to write officially conveying sanction for the Palestine Estimates, 1930—as proposed in paragraph 3 of my letter. I should like, however, your confirmation of the figure £2,151,381, for civil expenditure.

I understand you agree that our proportion of Trans-Jordan Frontier Force cost for 1930 under the new arrangement, which we have yet to provide, is £108,777, say £109,000.

Other figures, which appear to me particularly to call for confirmation, are :—
£72,000—total cost of Royal Air Force, including the Ma'an expenditure;

	£
Army: Excess cost for 1929	30,000,
„ „ 1930	50,000.

Total cost of local services provided by Palestine at the rate of £50,000 per annum. Contrast actual debit of £29,769 for 1929 and an estimated debit of £40,000 for 1930.

If the £69,769 for local services is finally charged against Palestine revenues, and if in other respects the suggestions in my letter of the 30th ultimo are agreed, what would remain as the estimated amount of the unallocated surplus balance on 31st December, 1930?

Yours, &c.,
W. R. L. TRICKETT

C. 77089/30 [No. 70].

No. 24.

TREASURY to COLONIAL OFFICE.

(S. 35812.)

SIR, Treasury Chambers, 19th November, 1930.

THE Lords Commissioners of His Majesty's Treasury have had before Them Mr. Williams' letters of the 14th October* and 12th November,† and certain semi-official communications, on the subject of the Estimates of Revenue and Expenditure for Palestine for the year 1930, and Their Lordships direct me to request you to convey to the Secretary of State the following reply.

2. So far as it is possible to judge from the incomplete particulars furnished by the Palestine Government, My Lords agree that the sum of £P.2,151,381 may be regarded as the total estimated expenditure, excluding Defence, for the year 1930; and They are accordingly prepared to give Their approval for a maximum expenditure of that amount, subject, however, to consideration of the detailed comments contained in the memorandum‡ accompanying Mr. Williams' letter of the 14th October. I am to add that My Lords' approval of the sum of £P.2,151,381 is given on the assumption that it includes the expenditure of £40,000 on local services rendered to the Forces.

3. My Lords understand that the total estimated revenue is £P.2,293,988, on the latest revised figures. Their Lordships are prepared to approve that amount.

4. With regard to the draft telegram which it is proposed to send to the High Commissioner, I am to state that My Lords concur substantially in its terms.

5. It appears to My Lords necessary that the Palestine Government should submit for approval the Estimates for the year 1931 at the earliest date possible, accompanied by adequate particulars and explanations of the proposals put forward; and Their Lordships will be glad if Lord Passfield will cause such instructions in that sense as he may think proper to be conveyed to the High Commissioner.

I am, &c.,
R. V. NIND HOPKINS.

* No. 21. † C. 77089/30 [No. 64]: not printed. ‡ Printed as enclosure to No. 26.

C. 77089/30 [No. 67].

No. 25.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Sent 4 p.m., 20th November, 1930.)

TELEGRAM.

[Answered by No. 30.]

SECRET. No. 300. Your telegram No. 276 of 7th October.* In view of resumption of full Treasury control over Palestine finances, of which I have already informed you, draft Estimates for 1930 have been referred to Treasury.

Revised totals of expenditure and revenue given in enclosure (3) to your despatch Confidential "J" of 7th June† are superseded by figures based on actuals for first eight months and estimates for remaining four months given in your Secret despatch of 20th September.‡ This gives total expenditure figure of £P.2,440,588, as compared with £P.2,508,737 the total given in your despatch Confidential "J" of 7th June. Deducting from former figure expenditure on Defence (Trans-Jordan Frontier Force and Defence contributions), a figure of £P.2,151,381 is obtained and this may presumably be regarded as latest revised estimated total of civil expenditure. It is not clear whether the advances by Palestine Government in respect of services to Forces (see Appendix C. of your despatch of 20th September) is included in total expenditure figure. If so, civil expenditure figure falls to be reduced by £P.40,000, the expenditure on advances during 1930.

Owing to uncertainty of financial position of Palestine it has not been possible to deal with the Estimates before now. At this late stage and after consultation with the Treasury I can only approve draft Estimates on the following basis.

Excluding revenue and expenditure relating to Defence, Army, Royal Air Force, and Trans-Jordan Frontier Force, which are being dealt with separately, I approve total expenditure at maximum amount of £P.2,151,381 or £P.2,111,381 if advances by Government in respect of Forces are included in expenditure figure, subject also to consideration of certain detailed comments on Estimates which are being sent to you by next mail. I trust it will be found possible to effect savings on maximum figure. I also approve total estimated revenue (excluding Trans-Jordan Frontier Force contribution) at the latest revised figure, viz., £2,293,988.

I will address you by despatch regarding question of allocation of Defence expenditure.

In view of resumption of Treasury control it will also be necessary to refer draft Estimates for 1931 to Treasury. I shall accordingly be glad to receive draft Estimates with full particulars and explanations at earliest possible date.—PASSFIELD.

C. 77089/30 [No. 71].

No. 26.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

[Answered by No. 30.]

(No. 916.)

SIR, Downing Street, 21st November, 1930.

I HAVE the honour to refer to my telegram No. 300 of the 20th of November,§ on the subject of the draft Palestine Estimates for 1930, and to transmit to you the memorandum containing detailed comments on the draft Estimates to which reference was made in that telegram.

2. I shall be glad if you will consider points raised in the enclosed memorandum, and furnish me with your comments thereon in due course.

I have, &c.,
PASSFIELD.

* C. 77089/30 [No. 55]: not printed.
† C. 77296/30 [No. 12]: not printed.

‡ No. 16.
§ No. 25.

Enclosure in No. 26.

MEMORANDUM.

THE following alterations are necessary in the Summary contained in enclosure 3 to Sir J. Chancellor's Confidential despatch of the 7th of June* :—

Revenue.

(1) The Currency Profits have been over-estimated by an amount of £5,000, the contribution by the Currency Board for 1930 having been fixed at £20,000.

(2) The Grant-in-Aid of the Trans-Jordan Frontier Force for the period of 1st of January to the 31st of March should be shown as £10,000 instead of £11,500, seeing that of the total grant of £34,000 for the year 1929-30, £24,000 had been issued up to the 31st of December, 1929.

Draft Estimates, 1930.

Revenue.

Head I. Customs. The original Estimate had been considered somewhat optimistic, but in view of the subsequent increase of certain duties, this may stand.

Head II. Item 4. Port and Marine. Further particulars of the grounds on which these Estimates are based would have been desirable.

Head III. Item 15. Tithes. The reduction of the rate of commuted tithes will affect this item.

Head III. Item 19. Further particulars in regard to this large increase, would have been desirable. It is requested that this provision may be revised further in the light of the receipts during September and October, and if the High Commissioner is then satisfied, this may stand.

Item 21. Fines. The increase of £1,000 does not seem to have taken account of the collective fines imposed on villages concerned in the recent disturbances, some of which will presumably have been collected during 1930.

Head XIII. Interest. It would be useful if the investment details could be published as an Appendix to the Estimates.

Contribution from Empire Marketing Board, £1,000. No separate provision appears to have been made for this revenue, although this would seem desirable.

Expenditure. General.

It is noted that in the cases of most of the Departmental Estimates, no explanation is given of the changes, including increases, which have been made in the Clerical Establishment of the Departments.

Head V. District Administration. The excess of one in the establishment of Administrative Officers caused by the return of Aref-el-Aref from secondment with the Trans-Jordan Government is presumably temporary, and will be terminated by leaving unfilled the next vacancy which occurs. It is noted that provision is made for a possible Clerical establishment of 171, as against the approved establishment of 167, but that five of the Clerical Officers are seconded to Land Settlement, so that in fact the authorized establishment has not been exceeded.

Head VII. Judicial. It is observed that there is a further increase of four in the establishment of Clerical Officers (two Grade II and two Grade III).

Further explanation is desired regarding :—

(a) the comparatively large increase in the provision for Transport and Travelling under Item 57; and

(b) the reasons for the grant of the Personal and the Charge allowances provided for under Items 30 and 31. In this connexion attention is invited to the terms of paragraph 3 of the Secretary of State's despatch Confidential A of the 7th of September, 1929.† It is not clear whether the reasons for the grant of these allowances are those indicated in the Officer Administering the Government's Confidential despatch of the 6th of August, 1929,‡ but in any case the grant of Personal and Charge allowances in cases such as these is deprecated. It is suggested that the case might be met by the grant of special increments.

Head X. Customs. The promotion of the Collector of Customs at Haifa from Class III, Senior Grade, to Class II, Senior Grade, was not foreshadowed in the memo-

* No. 16. † C. 67177/29 [No. 11]: not printed. ‡ C. 67177/29 [No. 9]: not printed.

randum by Mr. Stead which formed the enclosure to the High Commissioner's despatch No. 57 of the 17th of January, 1929,* and the only explanation now given is that the Director of Customs considers that the Collectorships at Haifa and Jaffa should be in the same grade. Mr. Stead, in paragraph 4 of his memorandum above mentioned, emphasized that Jaffa was and would be for many years to come, the most important port. Table 4, annexed to the memorandum, shows that the revenue collected by the Jaffa and Haifa Customs Houses in 1927 was £471,793 and £354,403 respectively.

It is not, therefore, apparent why the quarters at Haifa and Jaffa should be in the same grade, and detailed reasons for this proposal are requested. The detention of a Class II Collector of Customs at Jerusalem appears to be difficult to justify, by reference to Revenue figures and the establishments of the three Customs Houses at Jaffa, Haifa, and Jerusalem for 1927. It is desirable, therefore, that the question of regrading the posts of Collectors of Customs at Jerusalem from Class II to Class III should be taken up at a convenient opportunity.

Having regard to Mr. Stead's remarks in paragraph 21 of the memorandum above mentioned, and in view of the additional staff provided for in the 1930 draft Estimates, it is presumed that it will not be necessary to provide for any substantial increases in staff in the Estimates for 1931.

Head XII. Department of Education. The expenditure proposed in Sir S. Davis's telegram, No. 248 of the 8th September,† has already been approved, but the reduction in the Estimates of Expenditure involved has not been taken into account in considering the general financial position, as owing to the mutilation of the telegram, it is not clear whether a total increase in Item 60 of 3 or 4 teachers is involved.

Head XIII. Agriculture. It is noted that savings of £1,600 have now been effected in the revised Estimates by attaching the rates of pay at present in force to the reorganized posts, except in regard to those of the Assistant Director of Agriculture, the Chief Agricultural Officer, and the Chief Veterinary Officer. It seems probable that the method adopted to secure reduction of expenditure under this Head may necessitate a general increase in personal emoluments in the near future, consequent on the reorganization of those services. It would seem equitable, therefore, to defer till then the increase in the emoluments of the three Officers above mentioned, unless it is proposed that no further increase in the rates of salary should be considered.

Head XIV. Antiquities. The provision for Transport and Travelling has been increased by £200 to £1,300. In view of the comparatively small number of officers in this Department, it is considered that the provision made last year, namely £1,100, should suffice.

Head XV. Land Settlement. In view of the further explanation given in Sir J. Chancellor's despatch Confidential (B) of the 7th of June,‡ the payment is approved of duty allowance at the rate of £200 a year, to Land Settlement Officers and at the rate of £100 a year to a Land Valuer, though such payments are objectionable in principle. It is noted that this will not involve an increase in the rate of duty allowance paid to Senior Assistant Land Settlement Officers.

The change in title of the office held by Mr. Aylmer-Harris is also approved.

Head XVII. Survey Department. In view of your opinion that the creation of a new appointment of Assistant Director of Surveys is essential, no objection is now raised to this proposal. A further communication will be addressed to you in regard to your recommendation for filling this appointment.

Head XVIII. Police and Prisons. The reorganization of the Police Force, consequent on the recommendations in Mr. Dowbiggin's Report,§ and the expenditure entailed thereby, are being dealt with in separate correspondence. Comment, therefore, can be confined to the following :—

Item 114. It is assumed that the provision of Motor Transport will enable substantial savings to be effected in this item.

Item 226. The proposed Clerical Establishment of the Immigration and Travel Section is approved on the understanding that the High Commissioner is satisfied as to the necessity for the changes indicated in Sir S. Davis's despatch, No. 954 of the 26th of October, 1929.|| It is noted that it is hoped to reduce progressively the temporary Clerical Establishments.

Items 229 and 230. Provision for the reopening of the Immigration Office at Warsaw may be retained pending a decision on the subject, in view of the recommendations in Sir John Hope Simpson's Report.

* No. 3 in Middle East No. 27. † No. 19. ‡ C. 61261/C2/29 [No. 2]: not printed.
§ Middle East No. 36. || C. 67462/29 [No. 1]: not printed.

Head XIX. Trans-Jordan Frontier Force.

Head XX. Defence. Separate communications have been addressed to the Officer Administering the Government in regard to these Heads.

Head XXI. Posts and Telegraphs. It is considered that the regrading of the appointments of Assistant Director (Item 8) and Chief Engineer (Item 61) should be deferred until the financial position improves.

Head XXII. Public Works Department. There is the following additional staff for which prior sanction has not been sought:—

- Item 26.—One Assistant Architect.
- Item 36.—2 Foremen of Works, Grade 1.
- Item 39.—1 Foreman of Works, Grade 3.
- Item 44.—1 Draughtsman, Grade 2.
- Item 56.—1 Clerk, Grade 3.
- Item 71.—Extra temporary clerical assistance £P.768.

It is assumed that the High Commissioner is satisfied that these additional appointments are necessary after taking account of the reductions in the extraordinary works programme.

In view of the approved additions to the cadre of the Clerical Service, it is suggested that the provision for the additional Grade 3 Clerk and for temporary clerical assistance should be deleted.

Head XXIV. Miscellaneous. Item 28. It was pointed out in connexion with the 1929 Estimates that it is doubtful whether the Miscellaneous Head is the correct place for the charges for assessment. If the personnel employed on this work falls under the control of a Clerical Department it should be shown under that Department.

Head XXV. It is noted that the expenditure in respect of the new telephone exchange will not be brought to account in the current financial year.

Head XXVI. In view of the fact that provision for important works which had not been commenced has now been deleted, there is little comment to raise in regard to this Head.

Railway Estimates. General.

Among the matters discussed in the acting General Manager's memorandum on the Estimates, his views on the co-ordination of Rail and Road Services, and the necessity for a standard gauge, are of particular interest.

The estimated decrease in the receipts from passenger and goods traffic due to the competition of motor transport is regrettable.

Abstract "A". Items 27 and 28. The post of General Foreman, Grade 2, has apparently been regraded and not abolished as stated in the remarks.

The incremental increases at Items 7 and 9 appear to be excessive, and it is desirable that the reason for these should be explained.

The general reduction of the provision for maintenance under "other charges" is satisfactory. In the allocation of Maintenance Charges in respect of Abstract "A" the amount shown for the Hejaz Railway should apparently be £10,410.

Abstract "D." Further particulars will be awaited in regard to the proposed additional appointments of Assistant Accountant and Stock Verifier.

C. 77089/30 [No. 73]

No. 27.

COLONIAL OFFICE to TREASURY.

[Answered by No. 28.]

SIR,

Downing Street, 21st November, 1930.

I AM directed by Lord Passfield to refer to the letter from this Department of the 14th of October,* and in particular to the last sub-paragraph of paragraph 6 regarding certain revised proposals put forward by the Officer Administering the Government of Palestine for the allocation, as between British and Palestine funds, of the excess cost of the British Forces stationed in Palestine and Trans-Jordan and of the Trans-Jordan Frontier Force.

2. Since the above letter was written, this question has been discussed semi-officially between representatives of the Treasury and of the Colonial Office, and Their

* No. 21.

Lordships' attention is invited to the letters from this Office of the 12th November, (a)* resulting therefrom on the subject of the supplementary provision required this financial year for the Trans-Jordan Frontier Force, (b)† dealing with the contribution to be made from Palestine revenues towards the cost of Defence, and (c)‡ excess expenditure on the Royal Air Force and Army Troops in Palestine and Trans-Jordan.

3. It is now proposed, subject to the concurrence of the Lords Commissioners of the Treasury, to reply to Sir S. Davis's despatch of the 20th of September§ in the terms of the accompanying draft,|| and I accordingly inquire whether Their Lordships concur in the terms of this draft.

I am, &c.,

F. J. HOWARD.

C. 77089/30 [No. 79]

No. 28.

TREASURY to COLONIAL OFFICE.

(S. 28724/3.)

SIR,

Treasury Chambers, 11th December, 1930.

I HAVE laid before the Lords Commissioners of His Majesty's Treasury Mr. Howard's letter of the 21st November,¶ enclosing a draft of a despatch which it is proposed to send to the High Commissioner of Palestine in reply to Sir S. Davis's despatch of the 20th September, 1930,** on the subject of the allocation between British and Palestine funds of the cost of the Trans-Jordan Frontier Force and of the excess cost, including capital expenditure, of the British Forces stationed in Palestine and Trans-Jordan; and I am directed to request you to inform the Secretary of State that My Lords concur in the terms of the draft despatch to Sir John Chancellor.

I am, &c.,

R. V. NIND HOPKINS.

C. 77089/30 [No. 80].

No. 29.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Secret.)

SIR,

Downing Street, 18th December, 1930.

I HAVE the honour to refer to Sir S. Davis's Secret despatch of the 20th of September,†† regarding the allocation as between British and Palestine funds of the cost of the Trans-Jordan Frontier Force and of the excess cost (including capital expenditure) of the British Forces stationed in Palestine and Trans-Jordan, and to inform you that I have now further considered this question in consultation with the Lords Commissioners of the Treasury.

2. It is noted that Sir S. Davis did not share the view expressed in paragraph 3 of my Secret despatch of the 18th of July,‡‡ that the presence of the two battalions of Infantry in Palestine affected the importance of the Trans-Jordan Frontier Force, as a factor in the internal defence of the country. Sir S. Davis nevertheless agreed to the proposal, based mainly on the above view, to reallocate the cost of the Trans-Jordan Frontier Force so as to reduce the Palestine Government's share to one-quarter of the normal recurrent expenditure, plus the full cost of works services in Palestine. I do not propose at the moment to pursue the question of the effect of the presence of the two Infantry battalions on the importance of the Trans-Jordan Frontier Force as a factor in the internal defence of the country; it will be further considered on a change in the strength of the British Military Forces in Palestine. In the meantime the cost of the Trans-Jordan Frontier Force will be allocated as between British and Palestine funds in accordance with the foregoing proposal, i.e., His Majesty's Government will bear three-quarters of the normal recurrent cost, plus the full cost of capital works in Trans-Jordan, and Palestine will bear one-quarter of the normal recurrent cost plus the full cost of capital works in Palestine.

* No. 213 in Middle East No. 33.

† No. 212 in Middle East No. 33.

‡ No. 211 in Middle East No. 33.

§ C. 77296/30 [No. 12]: not printed.

|| Printed as No. 29. ¶ No. 27.

** C. 77296/30 [No. 12]: not printed.

†† C. 77296/30 [No. 12]: not printed.

‡‡ C. 77296/30 [No. 6]: not printed.

3. I am in general agreement with the views expressed in paragraph 4 of Sir S. Davis's despatch. In this connexion I would also refer to Sir S. Davis's telegram of the 23rd of September* in which he agreed to certain proposals regarding expenditure on capital works required for the British Military Forces, included among which were:—

(1) that the Government of Palestine should in principle accept liability for repayment of the cost of such works; and

(2) that any relief which may be afforded by the British Government should be recognized as exceptional and liable to repayment in future if the British Government so decide.

4. I have accordingly agreed that the Palestine Government should in principle accept liability for:—

(a) the whole of the recurrent excess cost of Army troops stationed in Palestine, including (1) the cost of local services (billets, transport, water, electric light, &c.) rendered by the Palestine Government, and (2) the difference between public and preferential rates for Royal Air Force and Military Units on the Palestine Railway;

(b) a moiety of the recurrent excess cost of the Royal Air Force stationed in Palestine and Trans-Jordan, as representing the excess cost of the Royal Air Force Units required for service in Palestine;

(c) the capital cost of works services in Palestine for both Military and Air Forces.

As stated in paragraph 2 above, the Palestine Government will, in addition, be liable for one-quarter of the recurrent cost of the Trans-Jordan Frontier Force together with the whole cost of capital works in Palestine as from the 1st of April, 1930, in accordance with the proposal agreed to by Sir S. Davis.

5. I have further agreed that the actual amount of the contribution in respect of (a), (b), and (c) should be determined each year in the light of the prevailing financial position. For this purpose I shall be glad if you will arrange to telegraph not later than the 15th of October in each year particulars of the financial position of the Palestine Government as at 30th September. The particulars should include the estimated surplus balance at the end of the current financial year and the total estimated expenditure and revenue for the following year, together with your proposals in regard to the amount of the contribution. A provisional figure could then be agreed for the purpose of the Colonial and Middle Eastern Services Estimate which has to be rendered to the Treasury by the 31st October.

6. As regards the current year, it appears from Sir S. Davis's Secret despatch of the 20th September† that the financial position of the Palestine Government is more favourable than the position revealed by the Summary of revised Estimates for the current year, which formed enclosure 3 to your despatch, Confidential "J" of the 7th of June, 1930,‡ and which showed an estimated deficit of £P.175,532.

7. Sir S. Davis, in paragraph 8 of his Secret despatch of the 20th of September expresses the view that Palestine could not contribute a larger sum than £P.88,750 towards the cost of Defence Services (excluding Trans-Jordan Frontier Force) and intimated that such a contribution would reduce the estimated unallocated surplus balances at 31st December, 1930, by £P.50,000 to £P.322,000.

8. The Lords Commissioners of the Treasury, however, found themselves unable to subscribe to Sir S. Davis's view on this point. Their Lordships were of the opinion that, on the basis of the figures given in Sir S. Davis's despatch, Palestine was in a position to make a larger contribution towards the excess cost of the British Forces in Palestine. I agree with this view. In this connexion I should mention that I have not overlooked the considerations set out in the last sub-paragraph of paragraph 7 of Sir S. Davis's despatch, although in the absence of further and more detailed information, I have been unable to judge as to the relative importance of providing for the works to which reference is there made.

9. It appears from Appendix B to Sir S. Davis's despatch that the total contribution of £P.88,750 proposed by him was to be allocated as follows:—

	£P.
(i) Royal Air Force	32,750
(ii) Military Forces	50,000
(iii) Difference between public rates and preferential rates for Royal Air Force and Military Units of Palestine Railway	6,000
	<u>£P.88,750</u>

* C.77023/30 [No. 108]: not printed.

† C. 77296/30 [No. 12]: not printed.

‡ No. 16.

The amount allocated to the Royal Air Force was thus £P.7,500 in excess of the amount payable (£P.25,250) on the basis proposed in my Secret despatch of the 18th of July,* namely, one-half of the normal recurrent costs of the Royal Air Force in Palestine and Trans-Jordan (£21,250) plus the full cost of capital works in Palestine (£4,000). No explanation is given, however, for the non-acceptance of the proposed

	£P.
<i>Military Forces.</i>	
Normal Recurrent cost 1929 and 1930 (including £3,000 viz., excess cost (£1,300) and initial charges (£1,700) for Royal Army Service Corps Unit)	83,000
Local Services, 1929 and 1930	69,769
Excess cost of Capital Works in 1930:	
Hutted Camps	28,000
Barracks	30,000
Accommodation for Royal Army Service Corps Unit	5,000
	<u>63,000</u>
<i>Royal Air Force.</i>	
Palestine's share of excess cost	25,250
<i>Military Forces and Royal Air Force.</i>	
Difference in Railway Rates	6,000
	<u>£P.247,019</u>
Less proposed contribution	81,250
	<u>£P.165,769</u>

basis. I consider that for the present year, the contribution in respect of the Royal Air Force should be fixed at the lower figure, namely, £P.25,250. This would reduce the total figure to £P.81,250, leaving £P.165,769 of the total amount of Palestine's liability in respect of the cost of British Forces to be borne by His Majesty's Government. 10. It is considered that, having regard to the financial position of the Palestine Government, as disclosed by Sir S. Davis's despatch, it would be difficult to justify a waiver in respect of Palestine's liability to the above extent. I have agreed that, in the circumstances, it would be reasonable to charge finally to Palestine's account the cost of the services rendered by the Palestine Government to the local forces in 1929 and 1930, which are given as £P.69,769 in Appendix C to Sir S. Davis's Secret despatch of the 20th September, and in respect of which I shall be glad to receive details showing how these figures are made up. The Palestine Government would then contribute the sum of £P.75,250 towards the excess cost of the British Forces in Palestine and, in addition, charge finally to its own account the sum of £P.69,769 referred to above and £6,000 in respect of preferential rates on the Railway. For the year 1930, therefore, the Palestine Government's contribution towards the cost of Defence excluding the Trans-Jordan Frontier Force, will be £P.151,019, leaving £P.96,000 in respect of the Palestine Government's liability on account of the excess cost of British Forces to be borne by His Majesty's Government. As regards the Frontier Force the new basis of allocation will, for the period 1st April to 31st December, 1930, afford relief to the Palestine Government to the extent of £102,560 as follows:—

	£P.
<i>New basis.</i>	
1/4 of £P.155,096	38,774
Estimated cost of Capital works in Palestine	24,756
	<u>£P.63,530</u>
<i>Old basis.</i>	
5/6th of £P.155,096	24,756
Estimated cost of Capital Works in Trans-Jordan, ...	£P.199,307
As given in Appendix B and C	£P.19,455
	<u>=166,090</u>
	Difference <u>£P.102,560</u>

On the basis of the figures given in paragraphs 7 and 8 of Sir S. Davis's despatch, the estimated unallocated surplus balance as at the 31st of December, 1930, is £P.322,000. I assume that the cost of local services (£P.69,769) has not been taken into account in arriving at this figure, but charged to Suspense. In accordance with the foregoing decision Palestine will be required to pay an additional £P.62,000 towards the cost of Defence,

* C. 77296/30 [No. 6]: not printed.

and the estimated surplus balance at 31st December, 1930, will thus be reduced to £P.260,000.

11. The financial position of the Palestine Government is, however, not altogether clear from the figures given in Sir S. Davis's despatch. The totals of estimated revenue and expenditure, calculated on the basis adopted by Sir S. Davis are:—

Revenue.						£
Actuals for the first 8 months	...	...	...	...	...	1,493,988
Estimates for the last 4 months	...	...	...	...	...	935,777
Total						£2,429,765

Expenditure.						£
Actuals for the first 8 months	...	...	...	...	...	1,541,799
Estimates for the last 4 months	...	...	...	...	...	898,789
Total						£2,440,588

giving an estimated deficit on the year's working of £P.10,823.

12. So far as can be ascertained the total expenditure figure includes Defence expenditure to a total amount of £P.289,207 (Trans-Jordan Frontier Force, £P.270,031; contribution to Defence, £P.19,176 as shown in note (b) to Appendix A). It does not presumably also include the £40,000 shown in Appendix C to Sir S. Davis's despatch in respect of advances by the Palestine Government during 1930 on account of services to the Forces.

In accordance with the decisions set out in the foregoing paragraphs, Palestine will pay in respect of Defence the sum of £P.273,486 (Trans-Jordan Frontier Force, £122,467; contribution to British Forces, £151,019). This will in fact represent a reduction of £P.15,721 (£P.289,207—£P.273,486) on the total Defence expenditure which is apparently provided for in the revised Estimates. It would appear, therefore, that the revised expenditure figure, after taking account of the decisions in this despatch with regard to Defence expenditure for 1930, should be £P.2,440,588 less £P.15,721 (the reduction in Defence expenditure) or £2,424,867. If, contrary to the presumption made in the first sub-paragraph of this paragraph, the advances in respect of services rendered to the Forces by the Palestine Government during the present year (£P.40,000) are included in the total expenditure figure £P.2,440,588, then the total of £P.2,424,867 falls to be reduced by £P.40,000, as this sum is already included in the Defence figure of £P.273,486 given above.

13. The revised revenue figure is £P.2,429,765, and unless the foregoing decisions in regard to Defence expenditure in 1930 involves any reduction in that figure, there will apparently be an excess of revenue over expenditure during the current year, after making provision for the increased contribution towards the cost

£P.	
Surplus balance at 31st December, 1929, <i>vide</i> paragraph 6 of despatch ...	773,070
Surplus balance at 31st December, 1930 ...	760,000
	13,070
Reduction in surplus balance as shown in paragraph 8 ...	50,000
say	£P.63,000

of the British Forces. The figures given in Sir S. Davis's despatch, however, show a deficit of some £P.63,000, on the basis of the lower contribution towards the cost of the British Forces which he proposed. I shall be glad to be furnished with an explanation of this apparent discrepancy, together with a full statement showing the estimated financial position as at 31st December, 1930.

I have, &c.,
PASSFIELD.

C. 77089/30 [No. 88].

No. 30.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 5th January, 1931.)

[Answered by No. 31.]

(" Secret " A.")
MY LORD,

High Commissioner's Office,
Jerusalem, 27th December, 1930.

I HAVE the honour to refer to Your Lordship's Secret telegram No. 300 of the 20th November* and to your despatch No. 916 of 21st November,† on the subject of the draft Palestine Estimates for 1930.

2. I now transmit for Your Lordship's information copies of a memorandum by the Treasurer dated the 5th December, enclosing the following statements in connexion with the revision of the Estimates for the current year and the preparation of the Estimates for the year 1931:—

(i) Comparative statement of the Revenue for the year 1930 as originally estimated and as at present revised;

(ii) Comparative statement of the Expenditure for the year 1930 as originally estimated and as at present revised.

3. In view of the fact that the current financial year is almost at an end, I do not propose that the approved 1930 Estimates should now be printed, as to print them at this late date would involve unprofitable labour and expense.

Summaries of these Estimates will, however, be embodied in the printed Estimates for 1931.

4. Effect has, where possible, been given in the draft Estimates for 1931 to the detailed comments in the memorandum enclosed under cover of Your Lordship's despatch No. 916 of the 21st November, 1930.

I have, &c.,
J. R. CHANCELLOR,
High Commissioner
for Palestine.

Enclosure in No. 30.

CHIEF SECRETARY, The Treasury, Jerusalem, 5th December, 1930.

I ATTACH, in connexion with the revision of the Estimates for the current year and the preparation of the Estimates for the year 1931, the following statements:—

(1) Comparative statement of the Revenue for the year 1930 as originally estimated and as at present revised;

(2) Comparative statement of the Expenditure for the year 1930 as originally estimated and as at present revised.

2. In regard to the revenue estimates it will be seen from statement (1) that, exclusive of the Trans-Jordan Frontier Force contribution, the revised estimate amounts to £P.2,289,600, as under:—

£P.	
Total revised revenue	2,421,600
Less Trans-Jordan Frontier Force contribution	132,000
Total	£P.2,289,600

The Secretary of State has approved the total estimated revenue (excluding the Trans-Jordan Frontier Force contribution) at £P.2,293,988; but in view of the particulars given in statement (3) the amount is reducible to £P.2,282,201.

3. In the light of the actual revenue received to date the following amendments should be made in the draft printed Estimates for 1930 :—

	£P.	£P.
Total estimated revenue as given in printed Estimates (exclusive of Trans-Jordan Frontier Force contribution)		2,269,705
Increase following heads :—		
Head 1, Customs	25,000	
„ 3, Licences, Taxes, &c.	13,000	
„ 4, Fees of Court, &c.	16,500	
„ 5, Posts and Telegraphs	13,000	
„ 7, Interest	5,000	
„ 8, Miscellaneous	10,000	
		82,500
		2,352,205

(For details see statement (4) attached.)

Decrease following Head :—

Head 3, Licences, Taxes, &c.	70,000	
		70,000
		£P. 2,282,205

(For details see statement (5) attached.)

4. In regard to the expenditure estimates it will be seen from statement (2) that, exclusive of expenditure on Defence (Trans-Jordan Frontier Force and Defence contribution), the revised expenditure amounts to £P. 2,165,300 as under :—

	£P.	£P.
Total revised expenditure		2,492,050
Less Trans-Jordan Frontier Force	213,000	
Defence	88,750	
Trans-Jordan Frontier Force Extraordinary	25,000	
		326,750
		£P. 2,165,300

The Secretary of State has limited the expenditure, exclusive of the Trans-Jordan Frontier Force and Defence contribution, to a total of £P. 2,151,381; but in view of the particulars given in statement (6) the total figure is reducible to £P. 2,131,807. It is necessary, however, to increase this figure to £P. 2,166,640 in view of the fact that the writing-off of the sum of £P. 34,833 advanced to the Jerusalem Municipality for water supply was not included in the figures on which the revised estimate by the Secretary of State was based. It will be noted, however, that the total revised expenditure estimate will not otherwise exceed the limit fixed by the Secretary of State.

5. The limit of the expenditure as fixed by the Secretary of State has been based on actual expenditure during the first eight months and estimated expenditure for the remaining four months. It is not practicable to revise the details of the Estimates for the year 1930 under the subdivisions Personal Emoluments so that the total of Heads will express the forecast of the actual expenditure likely to be defrayed during the year as shown in enclosures (1) and (2). There are savings annually of considerable sums under Personal Emoluments due to vacancies, &c., in the approved establishment; but under C.R. 219 allowances may not be made on account of any general presumption that the expenditure will be kept within the estimate. Moreover any general revision would create considerable disparity between the provision for 1930 and the provision for 1931 on the normal basis. It has been practicable, however, to reduce certain items under Other Charges, but reductions cannot generally be made on the basis of the actual expenditure likely to be incurred since in many cases votes are allocated and cannot, in consequence, arbitrarily be curtailed. Furthermore an exhaustive revision of the printed Estimates so late in the year would be profitless and would only occasion further delay in the submission of the Estimates for the year 1931.

6. In order to meet the wishes of the Secretary of State, as far as practicable, the following amendments can be made in the draft Estimates for 1930 :—

	£P.	£P.
Total estimated expenditure as given in printed Estimates (exclusive of Trans-Jordan Frontier Force and Defence)		2,123,806
Increase following Heads :—		
Head 13, Agriculture and Forests	28,000	
„ 25, Miscellaneous	134,833	
		162,833
		2,286,639

(For details see statement (7) attached.)

Decrease following Heads :—

Head 3, His Excellency the High Commissioner	300	
„ 5, District Administration	819	
„ 7, Judicial	800	
„ 13, Department of Agriculture and Forests	1,300	
„ 14, Antiquities Department	625	
„ 16, Lands Department	400	
„ 17, Survey Department	1,500	
„ 21, Posts and Telegraphs	2,295	
„ 22, Public Works Department	300	
„ 23, Public Works Recurrent	750	
„ 24, Miscellaneous	200	
„ 25, Posts and Telegraphs Extraordinary	23,300	
„ 27, Public Works Extraordinary	126,216	
		158,805
		£P. 2,127,834

(For details see statement (8) attached.)

7. It will be seen that supplementary provision has not been made to meet the increased expenditure under Police and Prisons, and under certain other Heads excluding Trans-Jordan Frontier Force and Defence. These increases, other than under Trans-Jordan Frontier Force, can be met from savings generally; but it will be necessary to provide for the excess expenditure in the Supplementary Appropriation Ordinance.

8. The Secretary of State stated that he would address the High Commissioner by despatch regarding the question of allocation of Defence expenditure; but the completion of the Estimates for the year 1930 cannot be postponed without further delaying the completion of the Estimates for 1931.

9. It will be necessary before the Estimates for 1931 are completed to give consideration to the observations contained in the memorandum forwarded under cover of the Secretary of State's despatch No. 916 of 21st November last.

S. S. DAVIS,
Treasurer.

Statement (1).

Comparative Statement of the Revenue for the year 1930 as originally estimated and as at present revised.

Heads of Revenue.	Estimated Revenue 1930.	Revised Estimated Revenue. 1930.	Increase. Decrease.	
	£P.	£P.	£P.	£P.
1. Customs	950,500	975,500	25,000	—
2. Port and Marine	8,700	9,000	300	—
3. Licences, Taxes, &c.	777,100	721,900	—	55,200
4. Fees of Court or Office, &c.	217,000	233,700	16,700	—
Carried forward	£P. 1,953,300	1,940,100	42,000	55,200

Heads of Revenue.	Estimated	Revised	Increase. Decrease.	
	Revenue.	Estimated		
	1930.	Revenue.		
	£P.	£P.	£P.	£P.
Brought forward	1,953,800	1,940,100	42,000	55,200
5. Posts and Telegraphs ...	199,000	213,000	14,000	—
6. Revenue from Government Property ...	17,000	17,000	—	—
7. Interest ...	81,000	86,500	5,500	—
8. Miscellaneous ...	14,000	26,000	12,000	—
Total	2,264,800	2,282,600	73,500	55,200
9. Land Sales ...	5,000	7,000	2,000	—
10. Railways (excess of Revenue over Expenditure) ...	405	—	—	405
Total	5,405	7,000	2,000	405
11. Grant-in-Aid ...	28,980	132,000	103,020	—
TOTAL REVENUE	£P.2,298,685	2,421,600	178,520	55,605

Statement (2).

Comparative Statement of the Expenditure for the year 1930 as originally estimated and as at present revised

Heads of Expenditure.	Estimated	Revised	Increase. Decrease.	
	Expenditure.	Estimated		
	1930.	Expenditure.		
	£P.	£P.	£P.	£P.
1. Pensions ...	15,560	17,500	1,940	—
2. Public Debt and Loan Charges...	112,602	112,600	—	2
3. His Excellency the High Commissioner ...	8,517	8,000	—	517
4. Secretariat ...	18,955	20,000	1,045	—
5. District Administration ...	90,940	88,000	—	2,940
6. Legal Department ...	8,839	8,500	—	339
7. Judicial Department ...	88,918	82,000	—	6,918
8. Treasury ...	16,318	15,600	—	718
9. Audit Department ...	9,198	9,000	—	198
10. Customs, Excise, and Trade ...	68,897	70,000	1,103	—
11. Department of Health ...	108,551	104,000	—	4,551
12. Department of Education ...	150,056	144,000	—	6,056
13. Department of Agriculture and Forests ...	77,054	97,000	19,946	—
14. Antiquities Department ...	9,110	8,500	—	610
15. Land Settlement ...	23,289	20,000	—	3,289
16. Lands Department ...	19,617	18,000	—	1,617
17. Survey Department ...	48,627	42,000	—	6,627
18. Police and Prisons ...	425,079	495,000	69,921	—
19. Trans-Jordan Frontier Force ...	138,091	213,000	74,909	—
20. Defence ...	30,500	88,750	58,250	—
21. Posts and Telegraphs ...	153,962	149,000	—	4,962
22. Public Works Department ...	53,204	49,000	—	4,204
Carried forward	£P.1,675,884	1,895,450	227,114	43,548

Heads of Expenditure.	Estimated	Revised	Increase. Decrease.	
	Expenditure.	Estimated		
	1930.	Expenditure.		
	£P.	£P.	£P.	£P.
Brought forward	1,675,884	1,895,450	227,114	43,548
23. Public Works Recurrent ...	158,960	158,000	—	960
24. Deficit on Railways ...	—	12,000	12,000	—
25. Miscellaneous ...	119,654	255,000	135,346	—
Total Ordinary	1,954,498	2,284,450	374,460	44,508
26. Posts and Telegraphs Extraordinary ...	52,900	29,600	—	23,300
27. Public Works Extraordinary ...	284,999	153,000	—	124,999
28. Trans-Jordan Frontier Force Extraordinary ...	4,940	25,000	20,060	—
Total Extraordinary	342,839	207,600	20,060	148,299
TOTAL EXPENDITURE	£P.2,297,337	2,492,050	394,520	192,807

Statement (3).

Reconciliation Statement of figures quoted in Secretary of State's telegram No. 300 of 20th November, 1930.

Paragraph 3.

£P.

Estimated revenue for period 1st January, 1930, to 31st August, 1930 (vide monthly statement of approximate revenue and expenditure) ...	1,493,988
Estimated revenue for period 1st September, 1930, to 31st December, 1930 (vide Appendix A of Officer Administering the Government despatch of 20th September, 1930) ...	935,777

Total revenue ... £P.2,429,765

Deduct:—

Trans-Jordan Frontier Force Contribution (see Appendix A of Officer Administering the Government despatch of 20th September, 1930) ...	135,777(a)
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Total revenue (excluding Grant-in-Aid) ... £P.2,293,988(b)

(a) Should be £P.147,564.

£P.135,777 is estimated contribution during period 1st September, 1930, to 31st December, 1930; but £P.11,787 has also been brought to account during period 1st January, 1930, to 31st August, 1930.

(b) In view of (a) should be £P.2,282,201.

Statement (4).

List of increases under Revenue Heads to be made in printed Estimates for the year 1930.

Head I—Customs.	£P.	£P.
1. Import Duty ...	—	25,000
Head III—Licences, Taxes, &c.		
6. Road Transport ...	2,000	—
19. Stamp Duties ...	4,000	—
20. Salt Excise ...	3,000	—
23. Matches Excise ...	3,000	—
24. Fines and Forfeitures ...	1,000	—
Carried forward	£P.13,000	38,000

	Brought forward	£P.	£P.
		13,000	38,000
Head IV— <i>Fees of Court, Office, &c.</i>			
1. Court Fees		2,000	
5. Passport Fees		1,000	
6. Quarantine Fees... ..		1,000	
9. Registration of Immigrants		1,000	
11. Registration of Land		10,000	
21. Veterinary Receipts		1,500	
			16,500
Head V— <i>Posts and Telegraphs.</i>			
5. Sale of Stamps		6,000	
7. Telephones		7,000	
			13,000
Head VIII— <i>Interest.</i>			
2. Investments by Crown Agents			5,000
Head IX— <i>Miscellaneous.</i>			
2. Profit from Currency			10,000
			£P.82,500

Statement (5).

List of decreases under Revenue Heads to be made in printed Estimates for the year 1930.

Head III— <i>Licences, Taxes, &c.</i>	£P.
18. Tithes	70,000

Statement (6).

Reconciliation of figures quoted in the Secretary of State's Telegram No. 300 of 20th November, 1930.

Paragraph 2.	£P.	£P.
Estimated expenditure for period 1st January, 1930, to 31st August, 1930 (<i>vide</i> monthly statement of approximate revenue and expenditure)		1,541,799
Estimated expenditure for period 1st September, 1930, to 31st December, 1930		898,789
Total expenditure (<i>vide</i> Secretary of State's telegram No. 300 of 20th November, 1930)		2,440,588
Deduct estimated expenditure on:—		
Trans-Jordan Frontier Force	270,031(a)	
Defence (<i>vide</i> footnote (b) of Appendix A of Officer Administering the Government's despatch of 20th September, 1930)	19,176(b)	
		289,207(c)
Total expenditure (excluding Trans-Jordan Frontier Force and Defence)		£P.2,151,381(d)

(a) Made up as under:—

Trans-Jordan Frontier Force.	£P.
Estimated expenditure 1st January, 1930, to 31st August, 1930 (<i>vide</i> monthly statement of approximate revenue and expenditure)	165,390
Estimated expenditure 1st September, 1930, to 31st December, 1930 (<i>vide</i> Appendix A of Officer Administering the Government's despatch of 20th September, 1930)	104,641
	£P.270,031

(b) Should be £P.38,750.

£P.19,176 is estimated expenditure on Defence during period 1st September, 1930, to 31st December, 1930, but £P.19,574 has been brought to account during period 1st January, 1930, to 31st August, 1930.

(c) In view of (b) should be £P.308,781.

(d) In view of (b) should be £P.2,131,807.

Statement (7).

Statement of increases under Expenditure Heads to be made in the printed Estimates for the year 1930.

	£P.	£P.
Head XIII— <i>Department of Agriculture and Forests.</i>		
Anti-Locust Measures, 1930		28,000
Head XXIV— <i>Miscellaneous.</i>		
Compensation for damages, &c., during the riots	100,000	
Grant to Jerusalem Municipality	34,833	
		134,833
		£P.162,833

Statement (8).

Statement showing decreases under Expenditure Heads to be made in printed Estimates for the year 1930.

Heads and Items of Estimates.	£P.	£P.
III. His Excellency the High Commissioner.		
8. Transport and Travelling	300	300
V. District Administration.		
43. Railway Fares and Freight	250	
46. Expenses of Tithes Estimation	469	
55. Medical fees in Coroners' Inquests	100	
		819
VII. Judicial.		
57. Transport and Travelling	800	800
XIII. Department of Agriculture and Forests.		
143. Transport and Travelling	1,200	
192. Cattle Dipping Baths	100	
		1,300
XIV. Antiquities Department.		
20. Transport and Travelling	400	
21. Railway Fares and Freight	100	
23. Clothing	50	
28. Telegrams, Telephones, and Postage	50	
29. Contingencies	25	
		625
XVI. Lands Department.		
29. Transport and Travelling	400	400
XVII. Survey Department.		
52. Transport and Travelling	1,400	
53. Railway Fares and Freight	100	
		1,500
XXI. Posts and Telegraphs.		
110. Transport and Travelling	200	
111. Railway Fares and Freight	250	
113. Upkeep of Mechanical Transport	500	
Carried forward	950	5,744

<i>Heads and Items of Estimates.</i>	£P.	£P.
Brought forward	950	5,744
117. Commission to Postage Stamp Vendors and Telephone Call Office Attendants ...	100	
119. Compensation for lost Postal Packets ...	100	
120. Maintenance Stores ...	400	
<i>Special Expenditure.</i>		
129. Mechanical Transport ...	200	
132. Bicycles ...	140	
133. Posting Boxes ...	100	
134. Adding Machine ...	110	
135. Addressing Machine ...	125	
141. Stove and Enamelling Plant ...	70	
		2,295
XXII. Public Works Department.		
<i>Geological Section.</i>		
87. Experiments ...	300	300
XXIII. Public Works Recurrent.		
2. Maintenance of Mechanical Transport ...	300	
12. Preliminary Surveys and Investigations ...	450	750
XXIV. Miscellaneous.		
25. National Collection of Costumes ...	200	200
XXV. Posts and Telegraphs Extraordinary.		
Delete the following items:—		
5. New Telephone Exchange, Jerusalem ...	35,000	
9. Wireless Telegraph Station, Jerusalem ...	1,800	
	36,800	
Increase the following items:—		
1. Additional Exchange Switchboards ...	600	
2. Additional Trunk Lines ...	1,500	
3. Additional Subscribers' Circuits ...	9,500	
Insert:—		
New Cables and removal of Circuits, Jerusalem	1,900	
	13,500	
Net Decrease ...		23,300
XXVI. Public Works Extraordinary.		
Delete the following items:—		
<i>Acre.</i>		
1. Improvements to Central Prison ...	500	
2. Additions to Workshops in Central Prison	600	
3. Installations of electric light at Central Prison and Hospital ...	350	
<i>Beisan.</i>		
5. Improvements to Nursery Irrigation Canals	325	
<i>Beersheba.</i>		
6. Additions to and sanitation of Hospital ...	400	
7. Additions and improvements to School ...	270	
<i>Bethlehem.</i>		
8. Construction of Mental Hospital ...	28,000	
Carried forward	30,445	32,589

<i>Heads and Items of Estimates.</i>	£P.	£P.
Brought forward	30,445	32,589
XXVI. Public Works Extraordinary (<i>continued</i>).		
<i>Enab.</i>		
10. Additional stabling at Police Post ...	250	
<i>Gaza.</i>		
12. Extension of playground and enclosing wall to Girls' School ...	160	
13. Additions to Boys' School ...	450	
<i>Haifa.</i>		
14. Construction of Magistrate's Court ...	5,300	
19. Construction of District Court ...	4,200	
20. Harbour Area Latrines ...	200	
21. Police Stables ...	160	
<i>Jaffa.</i>		
25. Reconditioning of Selmeh Road Police Outpost ...	800	
26. Reconditioning and improvements of municipal Hospital ...	898	
<i>Jerusalem.</i>		
36. Additions and improvements to Prison ...	1,275	
<i>Jisr Banat Yacoub.</i>		
37. Reconditioning of Police Post and construction of Stable ...	500	
38. Animal Quarantine Station ...	68	
<i>Jisr Sheikh Hussein.</i>		
40. Construction of Police Post ...	700	
<i>Nablus.</i>		
43. Construction of District Court and Offices at old Turkish Government Offices ...	3,000	
44. Purchase of site for Infectious Diseases Hospital ...	100	
46. Installation of electric light in Watan Hospital ...	460	
47. Construction of wall around Salahiyeh Boys' School ...	400	
<i>Ramleh.</i>		
48. Construction of additional rooms at Boys' School ...	400	
<i>Ras El Nakura.</i>		
50. Additions to Animal Quarantine Station...	900	
<i>Shefa Amr.</i>		
52. Reconditioning of Police Post and new Stabling ...	200	
<i>Tulkarem.</i>		
56. Fencing of Reformatory School ...	150	
<i>Construction of Roads and Bridges.</i>		
61. Rosh Pinah—Jisr Banat Yacoub Road ...	2,500	
62. Bridges and Culverts over the Huleh Village Roads ...	850	
<i>Miscellaneous.</i>		
73. Purchase and installation of two large Weighbridges ...	1,200	
78. Boring and Well Sinking Plant ...	2,500	
80. Boundary Marks on State Lands ...	150	
Carried forward	58,216	32,589

<i>Heads and Items of Estimates.</i>			£P.	£P.
Brought forward			58,216	32,589
XXVI. Public Works Extraordinary (<i>continued</i>).				
Reduce the following items by :—				
<i>Jerusalem.</i>				
31.	Construction of Post Office	... ..	20,000	
32.	New Government House	... ..	15,000	
34.	Construction of Arab Training College	... ..	16,000	
<i>Tulkarem.</i>				
55.	Construction of Central Prison	... ..	9,000	
<i>Miscellaneous.</i>				
73.	Building and Road Plant	... ..	1,500	
76.	Railway Fares and Freight	... ..	2,000	
77.	Boring for Water Supplies	... ..	4,500	
				126,216
TOTAL				£P.158,805

C. 77089/30 [No. 89].

No. 31.

THE SECRETARY OF STATE to THE HIGH COMMISSIONER.

(Sent 12 noon, 5th February, 1931.)

TELEGRAM.

[*Answered by No. 32.*]

No. 29. YOUR despatch of 27th December, 1930, Secret A.* Revenue and Expenditure, 1930. Paragraph 7 of enclosure. Please furnish statement of items which have not been charged.

Paragraph 4 of enclosure. Advance to Jerusalem Municipality. £P.34,833 now charged but figure given for end of 1929 was only £P.29,145 (see page 31, Annual Abstract Account, 1929). Should be glad to know reason for apparent discrepancy.—PASSFIELD.

C. 77089/30 [No. 90].

No. 32.

THE HIGH COMMISSIONER to THE SECRETARY OF STATE.

(Received 10.16 a.m., 10th February, 1931.)

TELEGRAM.

No. 44. 10TH FEBRUARY. Your telegram No. 29.† Revenue and Expenditure, 1930.

All expenditure incurred in the year 1930 has been charged to expenditure in that year in normal way. The position will be made quite clear in Annual Accounts. The item of £P.34,833 includes £5,687 compensation, incinerators, &c., (see paragraph 5 of enclosure to my despatch of 30th January, 1930, No. 79†). As however work has not yet been carried out, the amount, namely, £P.5,687 has not been charged to expenditure in the year 1930.

* No. 30.

† No. 31.

† C 67097/29 [No. 18] : not printed.